

# CITY COUNCIL TO DECIDE LAKE'S FUTURE



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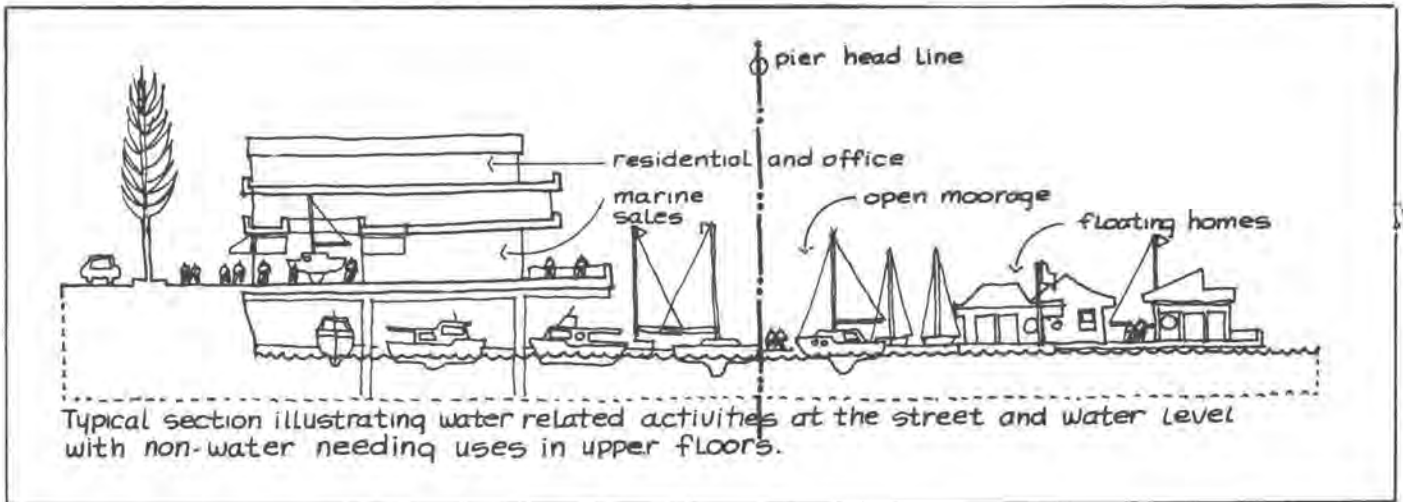
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## Newsletter

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### AN EXAMPLE OF DIVERSIFIED USE FROM CONSULTANT'S REPORT



### SPEEDY ACTION ON ZONING PROPOSALS IS URGED

Guidelines for immediate and long-range activities designed to transform Lake Union & Portage Bay into a one-of-a-kind "active working lake community" is contained in the 105-page, illustrated report which has landed in the lap of Seattle's city government. The report was prepared for the Lake Union Advisory Commission by Joyce, Copeland & Vaughan, Architects & Urban Designers. Lee G. Copeland was project director with Robert F. Hintz of the Department of Community Development as coordinator.

During the course of the preparation of the "LAKE UNION PRELIMINARY COMPREHENSIVE PLAN AND ACTION PROGRAM" the Advisory Commission was kept advised and participated in numerous discussions. However a majority of the Commission refused to take any position on the final draft and referred it to the Planning Commission without recommendation and as the "work of the consultants". The Commission was created by a resolution of the City Council more than two years ago. Its members were appointed by the then mayor (Floyd Miller). Members of the Commission are: Chairman J. E. Thonn, Winston D. Brown, State Representative Alvin C. Williams, Ralph G. Alden, Alec W. Brindle, L. Chapin Henry III, Clara E. Kennedy, Mildred J. Robertson and Walter B. Williams Jr.

The preface to the report says in part that "A long-range comprehensive plan is the first step in guiding future development. More specific implementing actions must follow to turn the various elements of the plan into realities". This "first step" has been a long time in coming. In 1963 the Seattle Planning Commission published its "LAKE UNION STUDY". It was shot-down without even a public hearing. Even before the present report was made public it was attacked in the press by some members of the commission.

This drew a sharp response from the Seattle Times in an editorial "BUCK-PASSING ON LAKE UNION" (9/9/71) which said in part: "The advisory commission said it was unable to find agreement on such matters as limitations on lakeshore building heights and added it could not endorse recommendations of a consultant firm hired to investigate means of rescuing Lake Union from pollution and blight. Thus more precious time has been lost in the losing battle to halt the helter-skelter development pattern which has subjected one of Seattle's prime attractions to decades of abuse. Paramount to the lake's preservation is the need for a comprehensive plan guiding future development with a firm, enforceable zoning code to halt further high-rise and over-water construction that walls off views and access. Firm decisions on Lake Union cannot be put off much longer. And these decisions must be made by the mayor and the Council, not by well meaning but powerless advisory groups and consultants. Procrastination and buck-passing at City Hall must end now. The fate of a priceless civic asset hangs in the balance."

Speedy implementation of the first phases of the plan would call for the preparation of the new Zoning Codes by the Department of Community Development. They would then go for public hearings in turn before the Planning Commission, City Council Planning Committee and the City Council. Adoption of a Zoning Code requires a majority vote of the nine-member City Council. Immediate action was urged by the Association's Executive Committee on September 28th which unanimously adopted the following statement:

"While modifications and refinements will undoubtedly be made during the hearing process before the Planning Commission and the City Council, the Executive Committee of the Floating Homes Association regards the "Lake Union Preliminary Comprehensive Plan and Action Program", in general, as an imaginative, practical and forward-looking guide-line to preserve and enhance this priceless community asset.

"The economic foundation, to insure the future development of Lake Union as "an active, working lake community" — to provide the "Boating Capitol of the World" with a viable commercial boating center — to open up the Lake as a delightful, water-oriented

recreational area — is dependent upon the speedy enactment of the proposed drastic zoning changes

"We support the retention of the Residence Waterfront Zone on Portage Bay We support the creation of the new Residence Waterfront Zone on Fairview Avenue E We support the concept of a "Lake Union Waterfront Amenity Zone" for the remainder of the shorelands to replace the present, out moded and incompatible "Manufacturing" and "Commercial General" zones which have done so much damage We strongly urge, however, that this new zone, which has as one of its objectives "to assure the continued existence of floating homes as a unique feature of Seattle", include floating homes as a "permitted use outright" We think it unfortunate that the present draft makes floating homes a "conditional use" along with certain "non-water related" uses

"We recognize the need for controls to prevent a desirable use in an undesirable location In the past the only tool available to municipal government was "conditional use" requiring review and approval by the City Council This is no longer the case in respect to shoreland development Today any such installation requires (1) a permit from the Corps of Army Engineers, under the National Environmental Policy Act and other federal statutes and (2) a state permit under the Shoreland Protection Act of 1971 Neither the state nor federal government will use a permit over the objections of municipal government Thus the City has an effective veto It is unnecessary to place the "cloud" of conditional use over floating homes in order to have control over any possible undesirable installation

"We believe that the plan, which looks well into the future, outlines some exciting possibilities for the entire Lake Union Basin We believe that its implementation is in the best interests of the community, of the residents, of the owners and users of real and personal property in the area As was the case of the 1963 "Lake Union Study", nothing will happen unless municipal government gives a high priority to the necessary zoning changes Once this foundation has been laid the superstructure can be erected "

The plan goes into great detail in respect to "performance standards" limiting heights of structures and lot coverage, and permitted uses These will be dealt with in future issues of the NEWS LETTER This issue contains the summary of all recommendations Members are urged to read and keep this issue for future reference This will be the basis for illustrated reports on the plan which will be made at moorage meetings to be held this fall Those arranging such meetings should contact the office to clear the date. Meeting notice forms will be made available

A limited supply of the 105-page, illustrated report is available from the Department of Community Development, Room 400, Municipal Building, Seattle 98104, at a cost of \$4 00 a copy If you wish a copy mailed please enclose an additional 35-cents for postage. In the following summary, printed in full, an asterisk (\*) indicates projects previously planned and programmed by the City Our comment is in parenthesis ( ) and underlined

### SUMMARY OF RECOMMENDATIONS

The recommendations of this study are in response to the problems and potentials of the Lake Union Area and set forth public policies required in order to achieve its goals and objectives The purpose is to conserve and enhance water related activities on Lake Union, improve public access and enjoyment of the Lake shore, improve circulation and parking, upgrade streets, conserve the opportunity to perceive the Lake Basin and its relationship to the surrounding hills The following summarizes the recommendations of this study:

The following summary of recommendations are presented as a series of incremental actions The implementation of the Comprehensive Plan will proceed incrementally over time, but the purpose of the comprehensive view is to place the variety of recommended policies into a context which enables the community to understand the interrelationships between their actions and the ways in which they may build upon each other It is also necessary to communicate a plan in terms of intent. By making the purposes behind specific actions visible, those actions may then be evaluated and modified over time This summary then should be examined within the context of the goals and objectives, analysis, action program and the interrelationships between each proposed policy In most cases combinations of actions must be implemented to achieve an objective The purpose of including the following outline here at the beginning is to provide an overview:

#### Land Use and Development Policies

1. Guide future development by the adoption of a new Lake Union Waterfront Zone This will allow a diversity of marine related marine, commercial, manufacturing and residential uses Regulations will include criteria for (a) determining uses at various levels on land and over water, bulk and setback requirements (b) air rights development (c) planned unit development and (d) design review
2. Adopt a waterfront residential zone between Newton and Louise (On Fairview Ave. East) which will assure the continuation of the floating home as a unique way of life in Seattle.
3. Limit the use of State-leased land from the pier head line to the construction limit line to docks, open moorages and floating homes This will permit retention of a substantial portion of the Lake as open water
4. Allow private development over the nonvehicular circulation portion of Westlake right-of-way This will permit optimum development with limited over water construction
5. Organize and implement renewal, either public and/or private, of the area below Eastlake from Roanoke Street north to the University Bridge, ~~such action to retain a substantial amount of existing development. (Except for the two blocks between Roanoke and Hamlin this area is zoned "Manufacturing")~~ This will facilitate reorganization of the platting and land development pattern as well as provide better utilization of Roanoke Bay and the adjacent area.

#### Major Traffic Circulation: Public Improvements

- \*1 Construct the Bay Freeway and relocate Valley Street
- \*2 Relocate Pacific Street through the University renewal area
- 3 Construct a one way couplet on North Northlake Way and Pacific Street between Interstate 5 and Myrtle Edwards Park (The present Gas Plant site) This will improve public and private developments on the Lake Shore
- 4 Initiate plans for traffic connection to the West Campus of the University and the Waterfront from I-5
- 5 Develop line between Westlake and Dexter at 8th Avenue North to reduce through traffic on Westlake
- 6 Close Fairview to through traffic between Newton and Louisa creating cul de sac and mid-block pocket parks (See February, 1971 NEWS LETTER)

### Open Space and Public Access

1. As a part of the City's program to establish open space, include the undeveloped steep slopes above Aurora and Westlake and below St. Mark's Cathedral
2. Develop a pedestrian/bicycle path around Lake Union using portions of street rights-of-way and railroad rights-of-way
- \* 3. Develop Myrtle Edwards Park as a regional facility.
4. Develop a water-oriented park at the south end of Lake Union integrating city owned property, Waterway 4 and the adjacent Valley Street right-of-way
- \* 5. Develop a viewpoint park under the Freeway (on the south shore of the Canal).
6. Develop a viewpoint in the triangle formed by 38th, Pacific and Eastern Streets.
7. Acquire submerged private property in Roanoke Bay and vacate plat in order to provide public open space combined with sufficient land around the edge of the Bay for the construction of the pedestrian/bicycle path between Edgar Streets. Consider feasibility of additional redevelopment of the area to include a small park. (In June the Riviera Marina, which included the original Boeing Building, on the submerged property west of underwater Fairview Ave, was demolished. Construction of a high-rise apartment structure is underway. A law suit challenging its legality has been brought by the Eastlake Community Council. Owners of the submerged land on the east side of underwater Fairview Ave. are planning a floating home development.)
- \* 8. Develop programs for regulating the private use of waterways with public access at the shore line related to the pedestrian/bicycle path (There are 33 Street Waterways and 19 larger State Waterways around the perimeter of Lake Union and Portage Bay. The recently amended Harbor Code provides for regulation. None, however, are in public use except for the mini-park at Newton and Fairview Ave. E being developed by a group of floating home residents.)
9. Adopt criteria and develop selected street ends in conjunction with the pedestrian/bicycle path.

### Public Services

1. Separate city sanitary and storm sewers. (Underwater sewer outfalls is a major source of pollution. After the first rain in late summer the deterioration of the water was visible.)
2. Establish controls on boat wastes.
3. Provide underground electrical services around Lake Union.
4. Establish a permanent debris control program
5. Establish a water transportation system connecting the Myrtle Edwards Park, Roanoke Bay and the south shore with possible extensions, the University and Lake Washington and through the Government Locks to Elliott Bay. (The blind spot of the University of Washington in regards to water transportation is typical. It is estimated that some 10,000 spectators at the Sept. 18th football game came to the stadium aboard some 200 assorted water craft. This in spite of woefully inadequate moorage facilities. It would be interesting to know how many students and faculty would use boats if moorage was provided along the unused shoreland on Union Bay. The U. of W. stadium is the only large sports facility in the U.S. available to water transportation.)
6. Encourage off-street parking areas east of Fairview to serve the floating homes between Newton and Louisa and the waterfront north of Roanoke Bay.
7. Shift Northlake traffic lanes westward to allow for on-street parking adjacent to waterfront properties from I-5 to Myrtle Edwards Park.
8. Develop joint public/private parking garage between North Northlake Way and 34th Street between Myrtle Edwards Park and the Aurora Bridge

### Administrative Organization and Financing

1. Delegate to the Community Development Department the responsibility for administration of Plan implementation, including:
  - a. Programming of Capital Improvements.
  - b. Applying for State and Federal financial aid.
  - c. Coordination of development programs and regulatory measures of other City departments and governmental jurisdictions
  - d. Preparation of zoning amendments and other regulatory measures.
  - e. Engendering and supporting citizen participation in the Lake Union development program.
2. Apply for Federal assistance under the General Neighborhood Renewal Program as a means of completing precise plans and resource allocation as well as providing financial assistance.

### ☆ CHRISTMAS CRUISE ABOARD VIRGINIA V DEC. 19th ☆

The Floating Homes Association's seventh annual Christmas Cruise will be aboard the historic steamer, Virginia V and will be held on Sunday, Dec. 19th. During the cruise through the Ship Canal, Lake Union, Portage Bay and Lake Washington the Virginia V will be a floating grandstand for viewing the spectacular "Parade of Lighted Ships" which again this year will be sponsored by Greater Seattle and local boating organizations. During the evening the Virginia V will also meet up with Seattle's famed "Christmas Ship". Details will be announced later but this would be a good time to plan a party and mark the date - Sunday, Dec. 19th. Passengers will be limited to 300

### ★ FLOATING HOME LEASE FORMS NOW AVAILABLE ★

The Executive Committee has completed work on the drafting of a lease form which meets the specific needs of a floating home moorage site. It has also been reviewed by an attorney. We feel this meets a long felt need. Leases, of course, are subject to negotiation between the floating home owner and the moorage property owner. These forms should be very helpful. For information contact the office

### SUIT FILED AGAINST ROANOKE BAY APARTMENT HOUSE

A law suit challenging the legality of a high-rise, over-water apartment house now under construction in Roanoke Bay, has been filed in superior court by the Eastlake Community Council. The project, at 2601 Fairview Ave. East, will cover a block-long, off-shore underwater parcel of property. It replaces the Riviera Marina which was housed in the historic Boeing Building. Demolition occurred in June. Among other things the suit challenges the legality of a 1967 building permit, which would now be in violation of city and federal regulations and contends that the developers did not take out a permit required by the state under the recently enacted Shorelands Protection Act. The structure, which will block the view of the lake for the upland residential area, is being financed by Lomas & Nettleton, a Texas corporation. Those who wish to contribute to the costs of the litigation should contact the Eastlake Community Council through Margaret Newcombe, chairman, 92 Lynn Street, Seattle 98102.

### PRESSURE REDUCERS HELPFUL TO FLOATING HOMES

Installation of "pressure reducers" will be very helpful at moorages where the pressure greatly exceeds the 60 pounds which is "normal" for residential uses. The unit usually sells for somewhere in the \$15 bracket. They are not difficult to install for those handy with tools. Reducing the pressure is good for water connections, water heaters and faucets. Also, this would be a good time to check to see that your ground wire is in place and your water line above water.

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### SOME QUOTABLE QUOTES FROM THE LAKE UNION REPORT

"Lake Union is a unique and priceless amenity belonging to the people of Seattle. Its potential is at present seriously encumbered by conflicting possibilities, the uncertainty as to what may or should happen, and the limitations of considerable existing development."

"Lake Union and its surroundings cannot be restored to the placid torpor that prevailed before the settlement of Seattle; likewise, it cannot be viewed as solely a business proposition. The plan must work from present realities toward a very significant improvement in the future."

"Based on the concept of the "working lake environment" as a resource for the entire community to enjoy, there is a need to enable marine industries and floating homes to continue to remain and compete for space on the lake."

"Within the past few years some new major land use activities, office and apartment buildings have been introduced. Many consider these to be in conflict with the historical function of Lake Union. More recently the Army Corps of Engineers in keeping with national policy has restricted shoreline and over water construction to water dependent uses."

"There is a high level of variety and complexity among the activities on the lake shore. If removed from the water many of these activities would not be compatible neighbors. However, the Lake provides a common orientation and resource. The houseboats are a special adaptation of the use of water to a residential activity. To a degree this is also true of a number of marine related enterprises. These qualities should be preserved and enhanced."

"Development around the Lake will be intense but will continue to consist of a great number of medium to small establishments rather than a few large-scale developments. The texture or grain of the activity of the Lake will be fine rather than coarse. This should also be reflected in the scale of buildings on the Lake shore. Rather than large, high-rise towers constructed on sites with vast amounts of open space, buildings should be of a medium scale, stepping up in height away from the Lake. Each development should have adjacent open space, but at a reasonably small and intimate scale. This will insure the preservation of views to the Lake from upland properties without sacrificing the close connection between the Lake and the surrounding hills which form the basin."

"The water and submerged lands of Lake Union are becoming a scarce commodity which needs to be conserved and utilized more efficiently. Parking facilities need comparatively large amounts of space. Construction of parking over water will serve to defeat the goals and objectives which now direct our planning efforts."

"The west shore of Portage Bay will continue to be reserved for houseboats and boat moorage. The existing development of floating homes ties directly to the upland residential areas."

"All shoreline properties along Westlake on the western edge of Lake Union, north to the Fremont Bridge, will be within the Lake Union Waterfront Amenity Zone. Therefore, all future development will include water-related uses."

"The park (Myrtle Edwards) should also maintain a marine orientation to include boat access and perhaps space for the moorage of historical ships. These spaces might be provided in the waterways on the east or west side of the park."

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