RESOLUTION No. 27852

Adopting Comprehensive Plan polices relating to open space throughout the City, and directing the Executive to take measures to implement those policies.

WP

Introduced: AUG 29 1988	By: KRAABEL
Referred: AUG 29 1988	To: Urban Redevelopment
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Passed: SEP 12 1988	Signed: SEP 12 1988
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Aug 31, 1988 The Urban Redevelopment Committee recommends the same be Adopted as Amended (2-0; PK, JN)

Paul Kraabel

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RESOLUTION 27852

A RESOLUTION adopting Comprehensive Plan policies relating to open space throughout the City, and directing the Executive to take measures to implement those policies.

WHEREAS, the City Council has adopted Land Use Policies which replace the 1965 Comprehensive Plan, including single family and multi-family residential, major institutions, downtown, neighborhood commercial and industrial areas, the last elements of which are the Open Space Policies; and

WHEREAS, in April 1987, the Mayor recommended Open Space Policies for the City of Seattle; and

WHEREAS, a Final Environmental Impact Statement prepared pursuant to the State Environmental Policy Act evaluating the environmental impacts of the recommended Open Space Policies was issued by the Office for Long Range Planning on May 18, 1987, and

WHEREAS, the Parks and Public Grounds Committee of the City Council conducted public hearings on the Mayor's Recommended Open Space Policies on June 23, 1987 and September 24, 1987; and

WHEREAS, the Urban Redevelopment Committee of the City Council conducted a public hearing on the Mayor's Recommended Open Space Policies on August 3, 1988; and

WHEREAS, the Urban Redevelopment Committee has reviewed and revised the Mayor's Recommended Open Space Policies (#11 through #15), establishing an Open Space Program for the acquisition of Open Space and targeting three areas for Open Space planning as well as the Framework Policies for Growth, Environment, and Open Space Preservation and Acquisition; Now, Therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, that policies 11-15 (establishing an Open Space Program and Open Space Target Areas) and the Growth, Environment, and Open Space Preservation and Acquisition Framework Policies of the Mayor's recommended Open Space Policies, copies of which are attached, are hereby adopted as amended.

BE IT FURTHER RESOLVED that pursuant to these policies, the Executive is hereby directed to provide the following information and proposals to the City Council for review and possible implementation by the date indicated. The lead Department is also indicated.

1. Proposed criteria and a public process for the prioritization of potential Open Space acquisitions. (late September, 1988; Parks Department)

2. An inventory of potential open space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

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3. A prioritized list of open space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

4. Cost estimates associated with the inventoried acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

5. A proposed Capital Improvement Program schedule relative to Open Space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

6. An evaluation of the feasibility and effectiveness of various funding options, including but not limited to the following: conservation Futures Tax, Real Estate Excise Tax, potential additional tax authority from the state, a periodic bond issue to implement the upcoming and subsequent Parks Comprehensive Plans, accessory open space requirements and the dedication of street vacation revenues to open space acquisition. Such evaluation shall reflect the input received as part of the public process mandated by the policy. The Executive shall further provide a recommendation for the funding of the Open Space Program. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

7. A list of City-owned lands in greenbelts or proposed greenbelts and natural areas. (November 1, 1988; Parks Department)

8. A list of City-owned lands eligible for trades. (March 31, 1989; Department of Administrative Services)

9. A proposed process or organizational option for coordinating non-purchase options including donations, land trades, conservation easements, major public projects, and open space taxation requests. (late September, 1988; Parks Department)

10. Proposed criteria for the acceptance of donated lands. (February 1, 1989; Parks Department)

11. Proposed program and criteria for the acceptance of conservation easements. (February 1, 1989; Parks Department)

12. An evaluation of the feasibility and effectiveness of establishing a Public Development Authority for the purposes of acquiring open space. (late 1989; Office for Long Range Planning)

13. A proposed process (including public participation) and schedule for completing the planning process associated with Open Space Target Areas. (late November, 1988; Office for Long Range Planning)

14. An evaluation of the appropriateness of establishing an Open Space Target Area in the Duwamish. (late November, 1988; Office for Long Range Planning)

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ADOPTED by the City Council of the City of Seattle this 12th day of September, 1988, and signed by me in open session in authentication of its adoption this 12th day of September, 1988.

President of the City Council

Filed by me this 12th day of September, 1988.

ATTEST: Norward J. Brooks
City Comptroller and City Clerk

BY: Theresa Dunbar
Deputy

THE MAYOR CONCURRING:

Charles Royer, Mayor

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OPEN SPACE POLICIES

FRAMEWORK POLICY - GROWTH

Sufficient amounts, types and locations of open space shall be provided to meet the needs of future generations. Seattle's open space system shall be used to provide light and air, buffer residential areas from incompatible uses, and protect environmentally sensitive areas from excessive urban development. This system shall be expanded to: 1) promote a visually pleasing, high quality environment for workers, residents and visitors; 2) reinforce desired land use patterns; 3) strengthen Seattle neighborhoods; and 4) provide links among Seattle's diverse parts. These purposes supplement and complement the important recreational functions provided by our established system of park and recreation facilities.

FRAMEWORK POLICY - ENVIRONMENT

Seattle's heritage of natural assets--lakes, shorelines, streams, views, topography, trees and other natural vegetation--shall be protected, preserved and enhanced. Areas with earthslide hazard, flood hazard, drainage problems or other sensitive environmental qualities are one type of open space that the City shall seek to preserve. Swaths of natural landscape and wildlife habitat shall be retained throughout the city.

FRAMEWORK POLICY - OPEN SPACE PRESERVATION & ACQUISITION STRATEGIES

The goal of these open space policies shall be to maintain, improve and expand the existing open space system, so that future generations can appreciate and enjoy the city's outstanding natural features --its lakes, wooded hillsides, streams, and ravines. In order to reach such a goal it is important to recognize the necessity of going beyond zoning and right-of-way mechanisms. The City shall develop an Open Space Program which includes a variety of tools and strategies for preserving and acquiring properties that are an integral part of the city's open space system. In addition, certain areas shall be targeted for planning efforts, public improvements and community programs in recognition of their special open space resources and fragile environmental conditions.

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POLICY 11: THE OPEN SPACE PROGRAM

The City shall make a commitment to fulfill the long-range open space goals established in these policies, by developing and implementing a comprehensive Open Space Program. This program shall include the establishment of a regular funding source for land acquisition to ensure the permanent protection and public control of important open spaces, and to develop park and recreational facilities to meet community needs. Potential public open spaces shall be prioritized for acquisition. Funding for ongoing maintenance expenses shall also be included in the program. Non-purchase options, including donations, land trades, open space taxation, the requirement of open space as part of major public projects, and the donation of conservation easements shall also be pursued.

Implementation Guideline 1: Acquisition Priorities

The following types of open spaces shall be considered for acquisition. Though the list is not prioritized, criteria for prioritization, as well as a prioritized list of specific open spaces shall be developed as part of the implementation of the Open Space Program. Such prioritization shall be established through a public process.

A. Lands needed for parks and open space development, especially for major projects now underway such as South Lake Union and the Downtown Harborfront, for open space target areas, for special features such as Kubota Gardens, or to respond to community needs for facilities such as P-patches, street parks or children's play areas.

B. Areas within designated greenbelts or other identified open space resources particularly those which buffer residential areas from intense commercial and industrial activities.

C. Open space resources within areas with limited public open space. In these areas the use of surplused schools and public facilities should be considered as options to meet parks and open space needs. Special attention shall be given to areas with concentrations of children and elderly residents.

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D. Rights-of-way, such as railroad and utility corridors, which form linear parcels needed for the continuation of urban trails or connections among open space features. Completion of the Burke-Gilman Trail shall be a City priority.

E. Lands providing public access to shorelines, particularly waterfront sites allowing physical access to Lake Washington, to Puget Sound, and to Lake Union and the Ship Canal.

F. Land abutting Seattle's remaining perennial streams: Longfellow, Thornton and Maple Creeks.

G. Open space needs identified as part of a Council adopted neighborhood plan, subarea plan (such as the Downtown Plan), or Open Space Target Area Plan, or as part of other City redevelopment proposals such as the Downtown Harborfront Plan.

H. Land owned by other public agencies or jurisdictions now serving parks and open space functions. Lands in this category include playgrounds and facilities of surplused schools, particularly in areas with limited open space resources, and federal facilities including Fort Lawton, the West Point Lighthouse, the Naval Reserve Center at South Lake Union, the Alki Lighthouse, and the Sand Point Naval Station/NOAA.

Implementation Guideline 2: Funding for Ongoing Open Space Program

To provide for an open space system which meets the needs of future generations and to prevent the loss of key parcels for the open space system, the City shall establish a regular fund source for the acquisition of open space lands. Regular annual funding shall be assured for at least a 10 to 15 year period to ensure attainment of long-term open space goals. Initial funds shall be directed toward the acquisition of threatened lands. If necessary, these City-owned lands may remain undeveloped until improvement and maintenance funds are available. Funds shall also be used to ensure a timely response to unexpected opportunities to purchase open space; or potential open space which is immediately threatened by redevelopment; and to finance the improvement and development of new parks and the ongoing maintenance of the open space system.

Additional fund sources shall be identified, and through a public evaluation process, the most efficient and effective fund source(s) selected. Cost estimates shall be developed for the Open Space Program and, if feasible, this program shall be integrated into the annual Capital Improvement Program (CIP). Possible sources of funds

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for annual improvements through the CIP shall include but are not limited to: a) the general fund; b) an existing revenue source such as the real estate excise tax; and c) identifying new revenues such as a real estate excise surcharge, the Conservation Futures Tax, or SEPA mitigation funds. The City shall consider funding sources such as parks and open space levies and bond issues if the cost estimates indicate the need for such revenues. The Open Space Program may also be supplemented by non-City funds such as State and federal grants.

Implementation Guideline 3: Non-Purchase Options

Whenever feasible, the City shall seek to obtain land for open space at no cost.

A. Donations. The City shall develop a program to encourage private and public donations of land and funds to implement the Open Space Program. Options for solicitation of public lands shall include federal and State lands, utility corridors and railroad rights-of-way. Specific criteria for acceptance of donations shall be established, including: size of the property; location in relation to an area's needs; opportunities for parks and open spaces; estimate of costs for development and maintenance; and potential for linkages to other parks, public facilities or open spaces.

B. Land Trades. The City shall encourage trades of parcels of land where the public open space system will benefit from such trades. Key parcels which can be traded shall be identified and assembled as a property list or portfolio. These shall include land held by the Department of Parks and Recreation that is not appropriate for parks and recreation development.

C. Conservation Easements. The donation of conservation easements, which provide the donor with tax relief from federal and State taxes and from local property assessments, shall be encouraged in areas where such easements will result in the preservation of open space, public access to shorelines and maintenance of the continuity of urban trails. The City shall accept such easements and shall designate other agencies also empowered to accept conservation easements for the purpose of open space preservation. Where easements are accepted, they shall run in perpetuity and the City shall specify the features to be maintained and preserved on each site.

D. Major Public Projects. Major public projects, such as utility and transportation projects, shall be required to provide public open transportation projects, shall be required to provide public open space. Standards shall be developed to determine the minimum size and cost of projects that are required to provide public open

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space. The amount of public open space required shall depend on the size of the project, the open space needs of adjacent areas, and the opportunities provided by a particular project. Special attention shall be given to the proximity of a project to a designated target area, or to the city's urban trails system. This provision is intended to require the evaluation of the relationship between a proposed major facility and an area's open space needs and opportunities.

E. Open Space Taxation. In order to encourage the voluntary preservation of natural open space properties, undeveloped parcels designated as Greenbelt Overlay District on the City's Official Land Use Map shall be eligible for property tax assessment based on current use (RCW 84.34 and WAC 458-30). Under this program, property may be assessed for its value as open space rather than for its potential "highest and best use" under established zoning. The natural open space intended to be preserved under this policy should be primarily undeveloped areas of trees, streams, wooded ravines or other vegetated areas and is not meant to be only virgin forest or, conversely cultivated lawns, gardens or other similarly maintained areas. The Executive shall develop an estimate of the tax revenue impacts of this program.

[Note: Additional open spaces and natural areas may be added to this policy when mapped and adopted by the Council.]

Implementation Guideline 4: Open Space Public Development Authority

The City shall assess the feasibility and effectiveness of establishing an Open Space Public Development Authority (PDA) to raise funds, and to coordinate donations of land, property and easements and to facilitate land trades. In assessing the effectiveness of such an agency, the City shall consider the ability of a PDA to coordinate public and private donations, to respond promptly to special acquisition opportunities, and to dispose of assets that do not meet the objectives of the open space policies. The intent shall be to assess the most practical means of implementing the City Open Space Program to achieve the goals and objectives of the Open Space Policies.

POLICY 12: OPEN SPACE TARGET AREAS

In order to focus future public and private open space development efforts, open space target areas shall be designated. Target areas shall be selected to increase public enjoyment and preservation of the city's geographic and natural features -- its waters, vegetation, parks and its views. Target areas shall include two types of areas: 1) areas that provide a wide range of open space opportunities that

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are potentially accessible to a large segment of the population; and 2) areas where special natural, geographic or historic features such as stream courses, wooded hillsides and historic landscapes are concentrated. Additional target areas may be designated in the future.

POLICY 13: OPEN SPACE PLAN FOR LAKE UNION AND THE SHIP CANAL

To take advantage of Seattle's unique geographic features, a comprehensive open space plan shall be developed for Lake Union and the Lake Washington Ship Canal to increase public enjoyment of the waters, promote diverse activities along the shorelines, and enhance public vistas from surrounding areas. The plan shall capitalize on these urban waterways by providing visual, recreational and educational benefits to adjacent neighborhoods and to the people of Seattle, while protecting environmental resources and recognizing the importance of the mix of commercial, industrial, residential and recreational activities which establish the unique urban character of these shoreline areas.

Implementation Guideline 1: Locations for Open Space and Public Access

In order to provide an open space focus for surrounding areas, the City shall inventory and analyze existing open space facilities including parks, rights-of-way and existing public access sites, and shall work with adjacent communities to determine the most appropriate locations for additional open space amenities as part of the Open Space Plan for Lake Union and the Ship Canal.

Special attention shall be given to the maintenance of shorelines for the commercial and industrial uses which have established the "working waterfront" character of these areas. Solutions shall be sought to limit conflicts between existing uses and public open space activities. These solutions shall include design strategies as well as alternative locations for open space amenities. In addition to ensuring that open space activities are compatible with adjacent uses, the following criteria shall be used to evaluate sites for open space and access points within this target area:

A. Locations adjacent to or easily accessible from neighborhoods with population concentrations, such as densely developed residential neighborhoods, or commercial areas with large numbers of workers and pedestrian traffic.

B. Locations where open space opportunities are scarce, and where, due to the limited availability of land, future open space amenities are unlikely.

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C. Locations that provide views of or access to the shorelines, waterways and waterfront activities. In certain locations views of undeveloped areas and of shoreline activities shall be preferable to physical access, in order to preserve natural features or to avoid conflicts with existing commercial and industrial uses.

D. Locations that provide views of interest, such as points of historic or natural interest.

E. Locations that serve the recreational and educational needs of children.

Implementation Guideline 2: Compatibility with Adjacent Development

Street ends and waterways, improved or developed as open space amenities, shall be consistent with the Seattle Shoreline Master Program designation and with existing adjacent development. The intent shall be to recognize the important recreational, educational and economic benefits of the activities now located along Lake Union and the Ship Canal.

Implementation Guideline 3: Circulation

Special attention shall be given to enhancing circulation between the many and varied features within the open space plan, strengthening connections to adjacent neighborhoods and improving linkages to the city's wider open space resources.

A. Pedestrian Paths and Bikeways. In order to encourage non-motorized access and use of the open space amenities, the City shall develop a multi-use pathway or trail around Lake Union and the Ship Canal from Lake Washington to Puget Sound. New bikeways and pedestrian ways shall be integrated with existing ones. In certain locations, pedestrian paths shall traverse parks and mini-parks. In others, amenities within the right-of-way, such as sidewalks and improved landscaping, shall be developed to encourage pedestrian use. To recognize the needs of adjacent industrial and commercial uses, and to limit conflicts between pedestrians and bicyclists, and commercial and industrial traffic, paths and bikeways shall be along the shore in some cases, and away from the shore in others.

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3. Boulevards. In order to recognize the importance of rights-of-way as open space and as connectors among open spaces, streets leading to and along Lake Union and the Ship Canal may be designated as boulevards. The intent is to enhance the open space role these routes play for motorists, bicyclists and pedestrians, and to visually link existing and proposed features of the Open Space Plan for Lake Union and the Ship Canal. Streets where the boulevard designation would be consistent with this access plan are shown in Figure 9. The Open Space Concept Plan for Lake Union/Ship Canal.

C. Marine Recreation and Water Access. In order to provide for public enjoyment of these unique urban water resources, the City shall encourage marine recreational activities in appropriate areas of Lake Union and the Ship Canal. Facilities such as launch areas for small boats and canoes shall be located so as not to conflict with commercial navigation lanes or with marine industrial development.

D. Connections to Adjacent Neighborhoods. In order to provide good connections to facilitate pedestrian travel between adjacent communities and the shorelines, the City shall maintain and improve existing stairways between the Lake and surrounding neighborhoods. Connections shall also be sought between Lake Union and the Ship Canal and neighborhoods that are separated by the Interstate 5 freeway and Aurora Avenue North. Pedestrian crossings and/or connections shall be established with these neighborhoods at key locations where feasible.

E. Open Space Right-of-Way Corridors. In order to realize the open space potential of railroad rights-of-way that now encircle Lake Union and the Ship Canal, the City shall seek to acquire these rights-of-way in the event they are abandoned. These lands shall provide opportunities for linear parks, trails and other open space features proposed in the Open Space Plan for Lake Union and the Ship Canal.

Implementation Guideline 4: Street Vacations

In order to recognize the open space value of street ends, the open space plan shall identify the most appropriate and desirable open space locations to guide decisions on street vacations. Proposals to vacate waterfront street ends in both industrial and commercial areas

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along these shorelines shall be assessed for consistency with the open space plan, and shall involve a thorough evaluation of the open space potential of the street ends to be vacated and of the open space and waterfront public access opportunities in the area.

Implementation Guideline 5: Public Access in Private Developments

In order to provide open space locations that are larger and accessible to greater numbers of people, designed to the highest possible standards, and consistent with the goals and objectives of the open space policies and the Seattle Shoreline Master Program, public access required by the SSMP may be provided offsite. Alternate access may consist of improvement of an undeveloped street end or enlargement or improvement of an existing public access site. Standards shall be developed so that the public benefit gained from the alternate access site is at least comparable to that required under the SSMP provisions, and meets the goals of the Shoreline Master Program.

Implementation Guideline 6: Signage

In order to encourage increased use of the open space system around Lake Union and the Ship Canal, a coordinated sign system shall be used to denote public shore access, viewpoints, trails and bikeways. Signs shall denote mileage, connections and points of interest and shall be posted at highly visible locations on all appropriate open space features, including routes, trails and bikeways. A map with a brochure highlighting features and points of interest along the open space system shall be developed. Information boards may also be provided to interpret special environmental features and noteworthy historical events.

POLICY 14: OPEN SPACE PLAN FOR LESCHI

An open space plan for Leschi shall be developed to preserve and enhance the unique wooded character of the Leschi neighborhood, a natural resource in the midst of a developed urban area. The plan shall encourage maintenance of the area's natural landscaped character, protection of the steep slopes and other environmentally sensitive areas, and enhancement of the area's existing open space system.

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The plan shall consider use of a variety of open space tools and strategies to meet the intent of this policy, such as public improvements of public lands and rights-of-way, or a public involvement program to maintain and enhance the neighborhood's urban forest.

Implementation Guideline 1: Development of an Open Space Plan

The City, working with the Leschi community, shall develop an open space plan for the Leschi Target Area to implement the objectives of this policy. (See Figure 10 for a map of the target area.) The purpose of the open space plan shall be to preserve and enhance the area's unique character of urban development interspersed with an abundance of vegetation and open spaces and to encourage development that minimizes disturbance of the area's delicate environmental conditions. In order to meet the intent of this policy, the character to be maintained and improved shall include:

A. The system of undeveloped streets.

B. Scenic drives, winding streets, and Olmsted designed routes.

C. Landscaped parks and heavily wooded park land.

D. Steep slopes and other environmentally sensitive conditions.

E. The Dell.

F. The construction of houses which are sensitive to the natural setting.

Implementation Guideline 2: Natural Areas Designation

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[Note: Proposed Policy 2, which has not yet been reviewed by Council, would establish a Natural Area Zoning Overlay throughout the City. Designation of Natural Areas (including within the Target Areas) will occur as part of that process. At that time, this implementation Guideline and associated mapping will be reviewed by the Council.]

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Implementation Guideline 3: Additional Open Space Tools and Strategies

The following open space tools and strategies may be incorporated into the plan:

A. Boulevards: Boulevards in Leschi are an important element of an open space plan. They provide open space, landscaping, and linkages among other open space elements such as parks, the playgrounds and the lake. Public improvements for the Olmsted Legacy Drive and Lakeside Avenue (proposed boulevard) may be identified to help improve or enhance their existing character.

B. Street Parks: Undeveloped street rights-of-way which provide community garden opportunities or pedestrian connections to Lake Washington and the small lakeside commercial area, to the parks, or to the ridge top shall be considered for street park designation and improvements. Some street ends along the Lake may also be appropriate for street park development.

C. Street Vacations: The open space plan for Leschi shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan.

D. Street Front Landscaping: Street front landscaping may be required for new development so that the development will blend with the natural street front character of the area. Such landscaping would be particularly important along the boulevard in order to preserve and enhance its unique character. Minimum required front yards may also be specified rather than permitting averaging of front yards as is permitted in the Land Use Code.

E. Acquisition Priorities: Key sites for acquisition may be identified. These sites could be acquired through donations, land trades, or outright purchase. Such sites shall include those that would improve the existing public trail system which links the various open spaces between Lake Washington and the ridge top, or allows public access to the Lake.

Implementation Guideline 4: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural resources in the target area shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program, establishing an urban forestry program to maintain existing trees, replant damaged, diseased or undesirable trees, add new trees and other vegetation, or conducting on-going maintenance of open space areas. A non-profit organization may be established to accept contributions toward such a maintenance program.

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The City shall also assist the community in providing public information relating to living and building in an environmentally sensitive area. Information may be provided for topics such as maintenance and preservation of vegetation and topographic conditions, code enforcement issues specifically geared toward development in environmentally sensitive areas, or actions to be taken when hazardous or illegal conditions/practices are observed.

POLICY 15: OPEN SPACE PLAN FOR LONGFELLOW CREEK

The City shall develop an open space plan for the Longfellow Creek area to preserve and enhance the natural creek system, an irreplaceable natural resource and unique recreational opportunity within the Delridge Valley. The purpose of the plan is to promote development and improvements that minimize disturbance of the creek system. Permitted development shall be sensitive to the creek, promote passive recreational use along portions of the creek, and contribute to the preservation of a natural landscaped corridor along the creek.

The open space plan for Longfellow Creek shall consider the use of a variety of open space tools, such as public improvements along public rights-of-way, in order to meet the intent of this policy.

Implementation Guideline 1: Development of an Open Space Plan

The City, in conjuction with the community surrounding the Creek, shall develop an open space plan for the Longfellow Creek target area to implement the objectives of this policy. (See Figure 11 for a map of the target area.) The purpose of the plan shall be to preserve and enhance the natural features of Longfellow Creek and allow for public access along certain portions of the creek. The characteristics which are important to preserve and enhance are the natural open channel with perennial flow, fish and water habitat, water quality and the natural landscaped setting along the banks of the creek. Permitted development shall minimize disturbance of the creek and its surrounding natural environment.

Implementation Guideline 2: Natural Areas Designation

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[Note: Proposed Policy 2, which has not yet been reviewed by the Council, would establish a Natural Area zoning overlay throughout the City. Designation of Natural Areas (including within Target Areas) will occur as part of that process. At that time, this Implementation Guideline and associated mapping will be reviewed by the Council.]

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Implementation Guideline 3: Preservation of the Natural Creek System

In order to meet the intent of this policy, culverting of the creek shall not be allowed. Exceptions for vehicular access may be allowed only after careful consideration of alternative methods.

A. Alternatives to be Considered

1. Alternative access routes shall be explored to determine whether the property can be accessed without crossing the creek.

2. Modifications to the location of parking shall be considered to determine whether alternative parking locations could be allowed so vehicular crossing of the creek would not be necessary. Such modifications to the established development standards may be permitted in order to eliminate necessity of culverting the creek.

B. Conditions to be Met

If, after considering the above alternatives, it is determined that neither option is feasible, culverting of the creek may be allowed only under the following conditions:

1. The amount of culverting proposed is the minimum necessary for access.

2. The creek width is sufficient to maintain adequate hydraulic capacity to meet peak creek flow.

3. The proposed culverting includes adequate provisions to allow for fish migration in the creek.

4. Hydraulic project approval has been received from the State in accordance with the requirements of RCW 75.20.100.

Implementation Guideline 4: Additional Open Space Tools and Strategies

The following open space tools and strategies may be incorporated into the plan:

A. Street Parks. Undeveloped street rights-of-way which provide public access to the creek and provide connections with other open space resources in the area shall be considered for street park designation and improvements.

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B. Street Vacations. The open space plan for Longfellow Creek shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan and intent of this policy.

C. Setback and Landscaping Standards. In order to help ensure the preservation of the creek and the natural vegetation along its banks, and to help protect proposed development from potential flooding, additional setbacks along the creek may be required.

Landscaping specifically along the creek banks may be required.

D. Utility Rights-of-Way. Utility rights-of-way shall be considered as potential opportunities for public access to the Creek and improvements along the Creek bank.

E. Acquisition Priorities. Key sites for acquisition may be identified in the plan. These sites could be acquired through donations, land trades or outright purchase. Such sites shall be those that allow public access to the creek, sites which could improve existing public access points, or areas suitable for development of a non-motorized trail system along portions of the creek.

Implementation Guideline 5: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural creek system and the landscaped character of the creek banks shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program relating to why it is important to maintain a quality natural creek system and how this goal can be obtained. A non-profit organization may be established to accept contribution toward maintenance of the creek and development of public access points along the creek.

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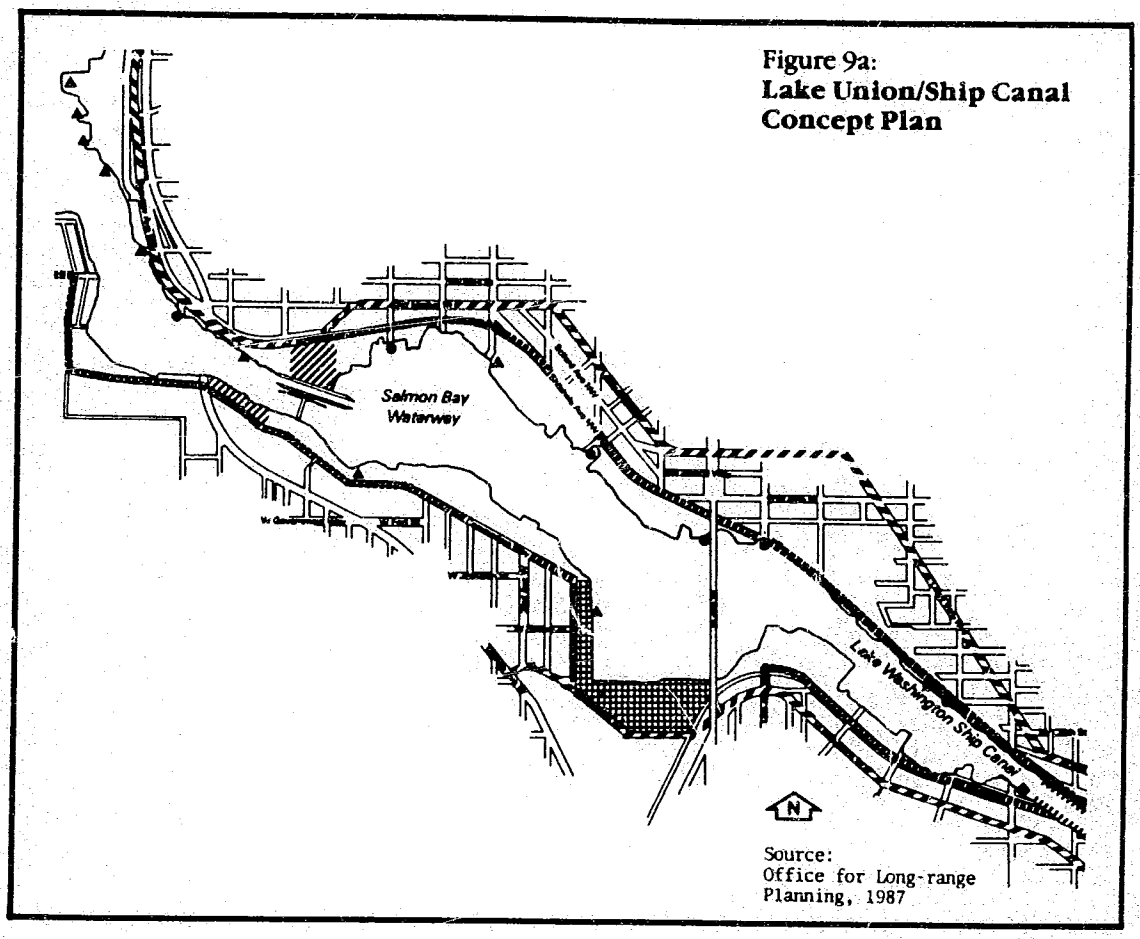

Figure 9a:
Lake Union/Ship Canal Concept Plan

Source:
Office for Long-range Planning, 1987

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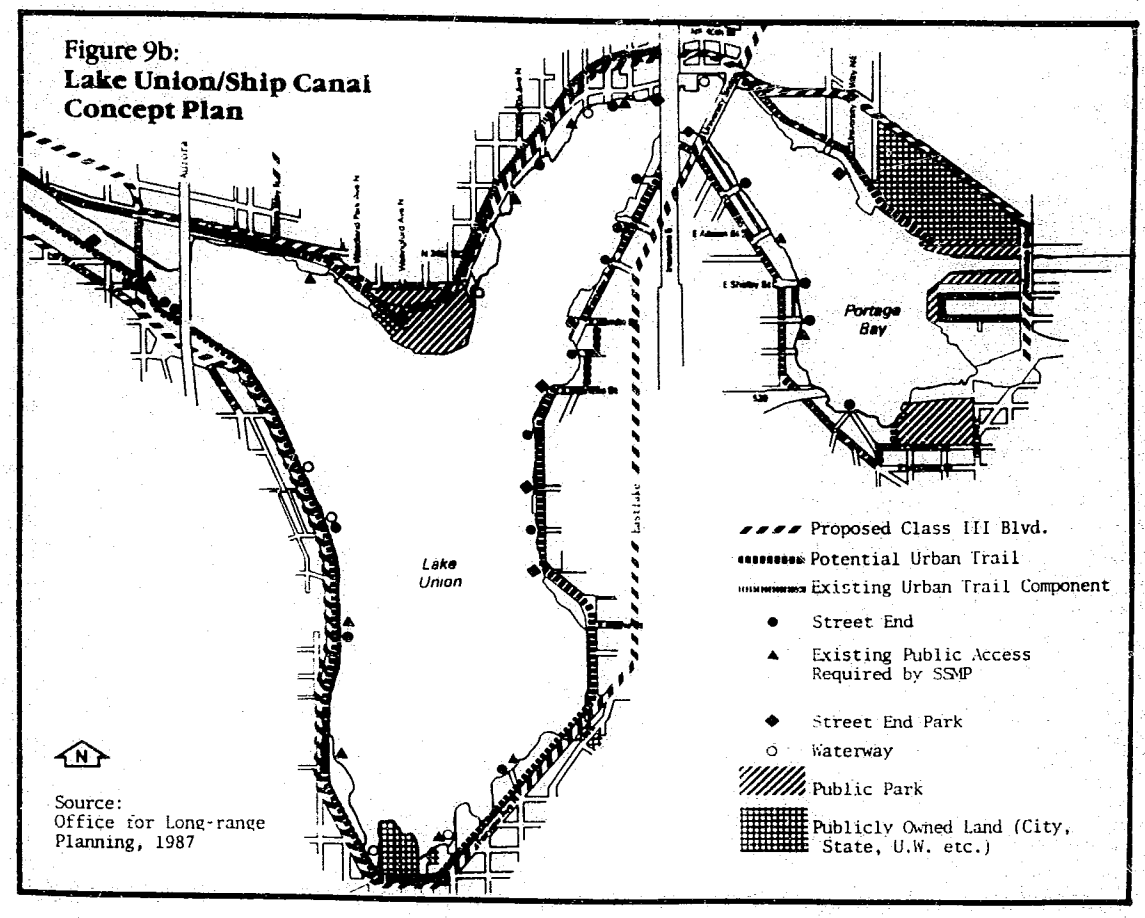

Figure 9b:
Lake Union/Ship Canal Concept Plan

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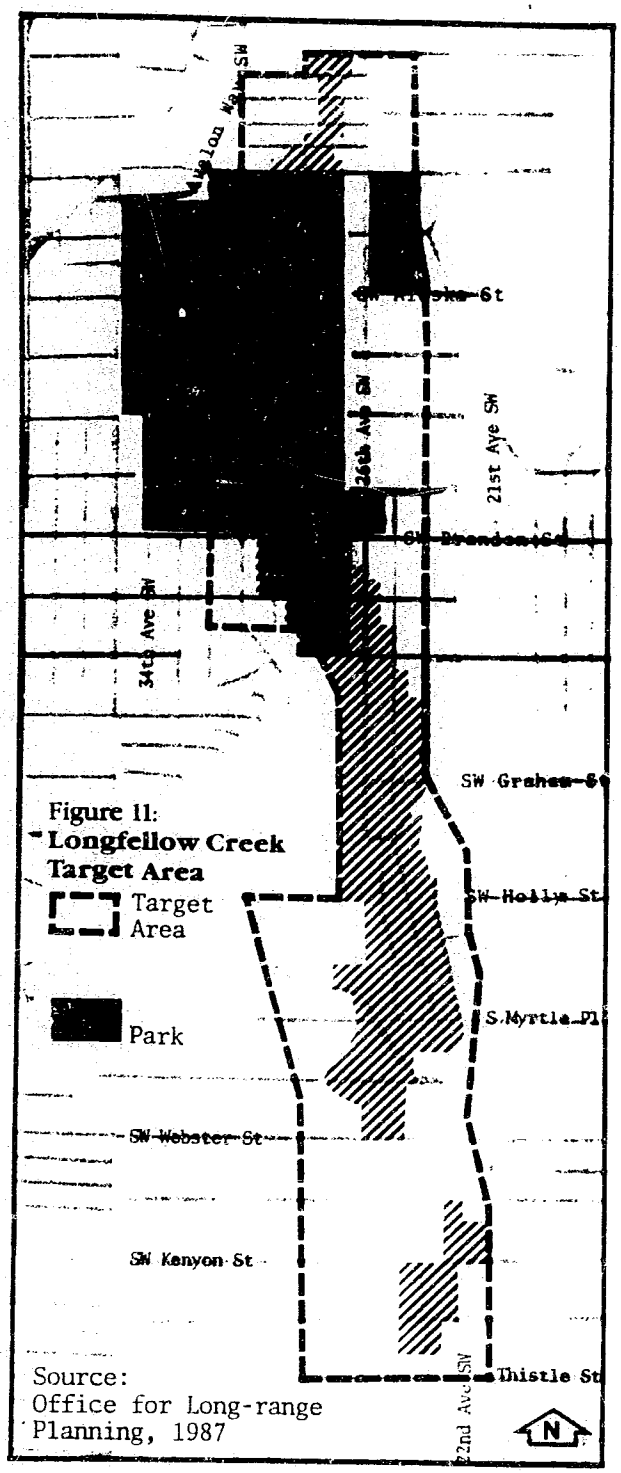

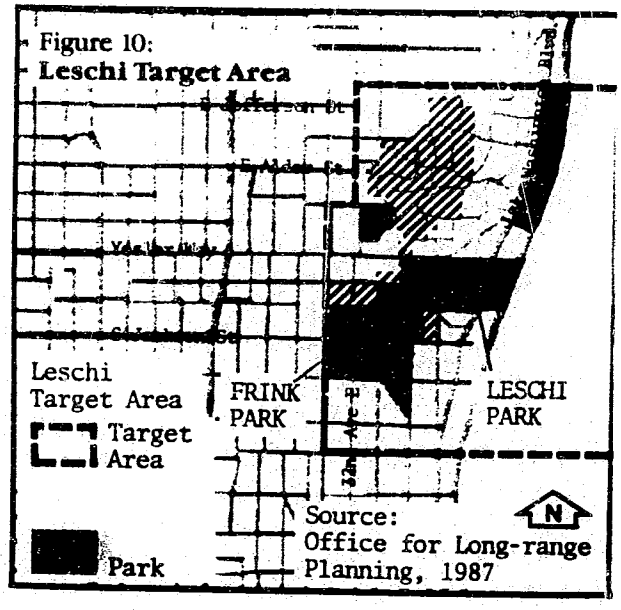

NOTE: Cross-hatched areas on the maps represent areas that have been proposed as Natural Areas (Policy 2). Because that policy has not yet been reviewed by Council, these Natural Areas will not be mapped as part of the Target Areas. Designation of Natural Areas within Target Areas will occur as part of the Council review of Policy 2.

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3. A prioritized list of open space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

4. Cost estimates associated with the inventoried acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

5. A proposed Capital Improvement Program schedule relative to Open Space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

6. An evaluation of the feasibility and effectiveness of various funding options, including but not limited to the following: conservation Futures Tax, Real Estate Excise Tax, potential additional tax authority from the state, a periodic bond issue to implement the upcoming and subsequent Parks Comprehensive Plans, accessory open space requirements and the dedication of street vacation revenues to open space acquisition. Such evaluation shall reflect the input received as part of the public process mandated by the policy. The Executive shall further provide a recommendation for the funding of the Open Space Program. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

7. A list of City-owned lands in greenbelts or proposed greenbelts and natural areas. (November 1, 1988; Parks Department)

8. A list of City-owned lands eligible for trades. (March 31, 1989; Department of Administrative Services)

9. A proposed process or organizational option for coordinating non-purchase options including donations, land trades, conservation easements, major public projects, and open space taxation requests. (late September, 1988; Parks Department)

10. Proposed criteria for the acceptance of donated lands. (February 1, 1989; Parks Department)

11. Proposed program and criteria for the acceptance of conservation easements. (February 1, 1989; Parks Department)

12. An evaluation of the feasibility and effectiveness of establishing a Public Development Authority for the purposes of acquiring open space. (late 1989; Office for Long Range Planning)

13. A proposed process (including public participation) and schedule for completing the planning process associated with Open Space Target Areas. (late November, 1988; Office for Long Range Planning)

14. An evaluation of the appropriateness of establishing an Open Space Target Area in the Duwamish. (late November, 1988; Office for Long Range Planning)

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D. Rights-of-way, such as railroad and utility corridors, which form linear parcels needed for the continuation of urban trails or connections among open space features. Completion of the Burke-Gilman Trail shall be a City priority.

E. Lands providing public access to shorelines, particularly waterfront sites allowing physical access to Lake Washington, to Puget Sound, and to Lake Union and the Ship Canal.

F. Land abutting Seattle's remaining perennial streams: Longfellow, Thornton and Maple Creeks.

G. Open space needs identified as part of a Council adopted neighborhood plan, subarea plan (such as the Downtown Plan), or Open Space Target Area Plan, or as part of other City redevelopment proposals such as the Downtown Harborfront Plan.

H. Land owned by other public agencies or jurisdictions now serving parks and open space functions. Lands in this category include playgrounds and facilities of surplused schools, particularly in areas with limited open space resources, and federal facilities including Fort Lawton, the West Point Lighthouse, the Naval Reserve Center at South Lake Union, the Alki Lighthouse, and the Sand Point Naval Station/NOAA.

Implementation Guideline 2: Funding for Ongoing Open Space Program

To provide for an open space system which meets the needs of future generations and to prevent the loss of key parcels for the open space system, the City shall establish a regular fund source for the acquisition of open space lands. Regular annual funding shall be assured for at least a 10 to 15 year period to ensure attainment of long-term open space goals. Initial funds shall be directed toward the acquisition of threatened lands. If necessary, these City-owned lands may remain undeveloped until improvement and maintenance funds are available. Funds shall also be used to ensure a timely response to unexpected opportunities to purchase open space; and to finance the improvement and development of new parks and the ongoing maintenance of the open space system.

Additional fund sources shall be identified, and through a public evaluation process, the most efficient and effective fund source(s) selected. Cost estimates shall be developed for the Open Space Program and, if feasible, this program shall be integrated into the annual Capital Improvement Program (CIP). Possible sources of funds

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LC:ssj
8/30/88

RESOLUTION 27852

A RESOLUTION adopting Comprehensive Plan policies relating to open space throughout the City, and directing the Executive to take measures to implement those policies.

WHEREAS, the City Council has adopted Land Use Policies which replace the 1965 Comprehensive Plan, including single family and multi-family residential, major institutions, downtown, neighborhood commercial and industrial areas, the last elements of which are the Open Space Policies; and

WHEREAS, in April 1987, the Mayor recommended Open Space Policies for the City of Seattle; and

WHEREAS, a Final Environmental Impact Statement prepared pursuant to the State Environmental Policy Act evaluating the environmental impacts of the recommended Open Space Policies was issued by the Office for Long Range Planning on May 18, 1987, and

WHEREAS, the Parks and Public Grounds Committee of the City Council conducted public hearings on the Mayor's Recommended Open Space Policies on June 23, 1987 and September 24, 1987; and

WHEREAS, the Urban Redevelopment Committee of the City Council conducted a public hearing on the Mayor's Recommended Open Space Policies on August 3, 1988; and

WHEREAS, the Urban Redevelopment Committee has reviewed and revised the Mayor's Recommended Open Space Policies (#11 through #15), establishing an Open Space Program for the acquisition of Open Space and targeting three areas for Open Space planning as well as the Framework Policies for Growth, Environment, and Open Space Preservation and Acquisition; Now, Therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, that policies 11-15 (establishing an Open Space Program and Open Space Target Areas) and the Growth, Environment, and Open Space Preservation and Acquisition Framework Policies of the Mayor's recommended Open Space Policies, copies of which are attached, are hereby adopted as amended.

BE IT FURTHER RESOLVED that pursuant to these policies, the Executive is hereby directed to provide the following information and proposals to the City Council for review and possible implementation by the date indicated. The lead Department is also indicated.

1. Proposed criteria and a public process for the prioritization of potential Open Space acquisitions. (late September, 1988; Parks Department)

2. An inventory of potential open space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

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3. A prioritized list of open space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

4. Cost estimates associated with the inventoried acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

5. A proposed Capital Improvement Program schedule relative to Open Space acquisitions. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

6. An evaluation of the feasibility and effectiveness of various funding options, including but not limited to the following: conservation Futures Tax, Real Estate Excise Tax, potential additional tax authority from the state, a periodic bond issue to implement the upcoming and subsequent Parks Comprehensive Plans, and the dedication of street vacation revenues to open space acquisition. Such evaluation shall reflect the input received as part of the public process mandated by the policy. The Executive shall further provide a recommendation for the funding of the Open Space Program. (March 31, 1989, as part of Phase I of the Parks Comprehensive Plan; Parks Department)

7. A list of City-owned lands in greenbelts or proposed greenbelts and natural areas. (November 1, 1988; Parks Department)

8. A list of City-owned lands eligible for trades. (March 31, 1989; Department to be determined)

9. A proposed process or organizational option for coordinating non-purchase options including donations, land trades, conservation easements, major public projects, and open space taxation requests. (late September, 1988; Parks Department)

10. Proposed criteria for the acceptance of donated lands. (February 1, 1989; Parks Department)

11. Proposed program and criteria for the acceptance of conservation easements. (February 1, 1989; Parks Department)

12. An evaluation of the feasibility and effectiveness of establishing a Public Development Authority for the purposes of acquiring open space. (late 1989; Office for Long Range Planning)

13. A proposed process (including public participation) and schedule for completing the planning process associated with Open Space Target Areas. (late November, 1988; Office for Long Range Planning)

14. An evaluation of the appropriateness of establishing an Open Space Target Area in the Duwamish. (late November, 1988; Office for Long Range Planning)

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ADOPTED by the City Council of the City of Seattle this _____ day of _____, 1988, and signed by me in open session in authentication of its adoption this _____ day of _____, 1988.

_____
President of the City Council

Filed by me this _____ day of _____, 1988.

ATTEST: _____
City Comptroller and City Clerk

BY: _____
Deputy

THE MAYOR CONCURRING:

_____
Charles Royer, Mayor

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LC:ksr
8/19/88

RESOLUTION 27852

A RESOLUTION adopting Comprehensive Plan policies relating to open space throughout the City, and directing the Executive to take measures to implement those policies.

WHEREAS, the City Council has adopted a number of revisions to the Comprehensive Plan, an element of which are the Open Space Policies; and

WHEREAS, in April 1987, the Mayor recommended Open Space Policies for the City of Seattle; and

WHEREAS, a Final Environmental Impact Statement prepared pursuant to the State Environmental Policy Act evaluating the environmental impacts of the recommended Open Space Policies was issued by the Office of Long Range Planning on May 18, 1987, and

WHEREAS, the Parks Committee of the City Council conducted public hearings on the Mayor's Recommended Open Space Policies on June 23, 1987 and September 24, 1987; and

WHEREAS, the Urban Redevelopment Committee of the City Council conducted a public hearing on the Mayor's Recommended Open Space Policies on August 3, 1988; and

WHEREAS, the Urban Redevelopment Committee has reviewed and revised the Mayor's Recommended Open Space Policies (#11 through #15), establishing an Open Space Program for the acquisition of Open Space and targeting three areas for Open Space planning as well as the Framework Policies for Growth, Environment, and Open Space Preservation and Acquisition; Now, Therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, that policies 11-15 (establishing an Open Space Program and Open Space Target Areas) and the Growth, Environment, and Open Space Preservation and Acquisition Framework Policies of the Mayor's recommended Open Space Policies, copies of which are attached, are hereby adopted as amended.

BE IT FURTHER RESOLVED that pursuant to these policies, the Executive is hereby directed to provide the following information and proposals to the City Council for review and possible implementation by the date indicated.

1. An inventory of potential open space acquisitions. (March 31, 1989)
2. Cost estimates associated with the inventoried acquisitions. (March 31, 1989)
3. Proposed criteria and a public process for the prioritization of potential Open Space acquisitions. (late Sept. 1988)
4. A prioritized list of open space acquisitions, (March 31, 1989)

CS 19.2

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5. An evaluation of the feasibility and effectiveness of various funding options, including but not limited to the following: conservation Futures Tax, Real Estate Excise Tax, potential additional tax authority from the state, a periodic bond issue to implement the upcoming Parks Comprehensive Plan, and the dedication of street vacation revenues to open space acquisition. Such evaluation shall reflect the input received as part of the public process mandated by the policy. The Executive shall further provide a recommendation for the funding of the Open Space Program. (March 31, 1989)

6. A list of City-owned lands in greenbelts or proposed greenbelts and natural areas. (November 1, 1988)

7. A list of City-owned lands eligible for trades. (March 31, 1989)

8. Proposed criteria for the acceptance of donated lands. (February 1, 1989)

9. Proposed program and criteria for the acceptance of conservation easements. (February 1, 1989)

10. A proposed Capital Improvement Program schedule relative to Open Space acquisitions. (September 1989, with Budget)

11. A proposed process or organizational option for coordinating non-purchase options including donations, land trades, conservation easements, major public projects, and open space taxation requests. (late Sept 1988) Such a proposal shall evaluate the feasibility and effectiveness of establishing a Public Development Authority. (late 1989)

12. A proposed process (including public participation) and schedule for completing the planning process associated with Open Space Target Areas. (late Sept 1988)

13. An evaluation of the appropriateness of establishing an Open Space Target Area in the Duwamish. (late Sept 1988)

ADOPTED by the City Council of the City of Seattle this _____ day of _____, 1988, and signed by me in open session in authentication of its adoption this _____ day of _____, 1988.

_____
President of the City Council

Filed by me this _____ day of _____, 1988.

ATTEST: _____
City Comptroller and City Clerk

BY: _____
Deputy

THE MAYOR CONCURRING:

_____
Charles Royer, Mayor

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~~RESOLUTION~~
~~Amendment~~ to Resolution
~~Attachment~~

OPEN SPACE POLICIES

FRAMEWORK POLICY - GROWTH

Sufficient amounts, types and locations of open space shall be provided to meet the needs of future generations. Seattle's open space system shall be used to provide light and air, buffer residential areas from incompatible uses, and protect environmentally sensitive areas from excessive urban development. This system shall be expanded to: 1) promote a visually pleasing, high quality environment for workers, residents and visitors; 2) reinforce desired land use patterns; 3) strengthen Seattle neighborhoods; and 4) provide links among Seattle's diverse parts. These purposes supplement and complement the important recreational functions provided by our established system of park and recreation facilities.

FRAMEWORK POLICY - ENVIRONMENT

Seattle's heritage of natural assets--lakes, shorelines, streams, views, topography, trees and other natural vegetation--shall be protected, preserved and enhanced. Areas with earthslide hazard, flood hazard, drainage problems or other sensitive environmental qualities (~~shall be priority areas for preservation of open space.~~) are one type of open space that the City shall seek to preserve. Swaths of natural landscape and wildlife habitat shall be retained throughout the city.

FRAMEWORK POLICY - (~~IMPLEMENTATION STRATEGIES~~) OPEN SPACE PRESERVATION & ACQUISITION STRATEGIES

The goal of these open space policies shall be to maintain, improve and expand the existing open space system, so that future generations can appreciate and enjoy the city's outstanding natural features --its lakes, wooded hillsides, streams, and ravines. In order to reach such a goal it is important to recognize the necessity of going beyond (~~the~~) zoning and right-of-way mechanisms. (~~proposed as part of these policies.~~) The City shall develop an Open Space Program which includes a variety of tools and strategies for preserving and acquiring properties that are an integral part of the city's open space system. In addition, certain areas shall be targeted for planning efforts, public improvements and community programs in recognition of their special open space resources and fragile environmental conditions.

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POLICY 11: THE OPEN SPACE PROGRAM

The City shall make a commitment to fulfill the long-range open space goals established in these policies, by developing and implementing a comprehensive Open Space Program. This program shall include the establishment of a regular funding source for land acquisition to ensure the permanent protection and public control of important open spaces, and to develop park and recreational facilities to meet community needs. Potential public open spaces shall be prioritized for acquisition. Funding for ongoing maintenance expenses shall also be included in the program. Non-(~~acquisition~~) purchase options, including donations, land trades, open space taxation, the requirement of open space as part of major public projects, and the donation of conservation easements shall also be pursued.

Implementation Guideline 1: Acquisition Priorities

The following types of open spaces shall be considered for acquisition. (~~The list is not intended to indicate order of priority; priority is dependent on the type and location of the open space opportunity:~~) Though the list is not prioritized, criteria for prioritization, as well as a prioritized list of specific open spaces shall be developed as part of the implementation of the Open Space Program. Such prioritization shall be established through a public process.

A. Lands needed for parks and open space development, especially for major projects now underway such as South Lake Union and the Downtown Harborfront, for open space target areas, for special features such as Kubota Gardens, or to respond to community needs for facilities such as P-patches, street parks or children's play areas.

B. Areas within designated greenbelts (~~and natural areas,~~) and other identified open space resources particularly those which buffer residential areas from intense commercial and industrial activities.

C. Open space resources within areas with limited public open space. In these areas the use of surplused schools and public facilities should be considered as options to meet parks and open space needs. Special attention shall be given to areas with concentrations of children and elderly residents.

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D. Rights-of-way, such as railroad and utility corridors, which form linear parcels needed for the continuation of urban trails or connections among open space features. Completion of the Burke-Gilman Trail shall be a City priority.

E. Lands providing public access to shorelines, particularly waterfront sites allowing physical access to Lake Washington, to Puget Sound, and to Lake Union and the Ship Canal.

F. Land abutting Seattle's remaining perennial streams: Longfellow, Thornton and Maple Creeks.

G. Open space needs identified as part of a Council adopted neighborhood plan, (~~or~~) subarea plan (such as the Downtown Plan), or Open Space Target Area Plan, or as part of other City redevelopment proposals such as the Downtown Harborfront Plan.

H. Land owned by other public agencies or jurisdictions now serving parks and open space functions. Lands in this category include playgrounds and facilities of surplused schools, particularly in areas with limited open space resources, and federal facilities including Fort Lawton, the West Point Lighthouse, the Naval Reserve Center at South Lake Union, the Alki Lighthouse, and the Sand Point Naval Station/NOAA.

Implementation Guideline 2: Funding for Ongoing Open Space Program

To provide for an open space system which meets the needs of future generations and to prevent the loss of key parcels for the open space system, the City shall establish a regular fund source for the acquisition of open space lands. Regular annual funding shall be assured for at least a 10 to 15 year period to ensure attainment of long-term open space goals. Initial funds shall be directed toward the acquisition of threatened lands. If necessary, these City-owned lands may remain undeveloped until improvement and maintenance funds are available. Funds shall also be used to ensure a timely response to unexpected opportunities to purchase open space; and to finance the improvement and development of new parks and the ongoing maintenance of the open space system.

Additional fund sources shall be identified, and through a public evaluation process, the most efficient and effective fund source(s) selected. Cost estimates shall be developed for the Open Space Program and, if feasible, this program shall be integrated into the annual Capital Improvement Program (CIP). Possible sources of funds

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for annual improvements through the CIP shall include but are not limited to: a) the general fund; b) an existing revenue source such as the real estate excise tax; and c) identifying new revenues such as a real estate excise surcharge, the Conservation Futures Tax, or SEPA mitigation funds. The City shall consider funding sources such as parks and open space levies and bond issues if the cost estimates indicate the need for such revenues. The Open Space Program may also be supplemented by non-City funds such as State and federal grants.

Implementation Guideline 3: Non-Purchase Options

Whenever feasible, the City shall seek to obtain land for open space at no cost.

A. Donations. The City shall develop a program to encourage private and public donations of land and funds to implement the Open Space Program. Options for solicitation of public lands shall include federal and State lands, utility corridors and railroad rights-of-way. Specific criteria for acceptance of donations shall be established, including: size of the property; location in relation to an area's needs; opportunities for parks and open spaces; estimate of costs for development and maintenance; and potential for linkages to other parks, public facilities or open spaces.

B. Land Trades. The City shall encourage trades of parcels of land where the public open space system will benefit from such trades. Key parcels which can be traded shall be identified and assembled as a property list or portfolio. These shall include land held by the Department of Parks and Recreation that is not appropriate for parks and recreation development.

C. Conservation Easements. The donation of conservation easements, which provide the donor with tax relief from federal and State taxes and from local property assessments, shall be encouraged in areas where such easements will result in the preservation of open space, public access to shorelines and maintenance of the continuity of urban trails. The City shall accept such easements and shall designate other agencies also empowered to accept conservation easements for the purpose of open space preservation. Where easements are accepted, they shall run in perpetuity and the City shall specify the features to be maintained and preserved on each site.

D. Major Public Projects. Major public projects, such as utility and transportation projects, shall be required to provide public open transportation projects, shall be required to provide public open space. Standards shall be developed to determine the minimum size and cost of projects that are required to provide public open

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space. The amount of public open space required shall depend on the size of the project, the open space needs of adjacent areas, and the opportunities provided by a particular project. Special attention shall be given to the proximity of a project to a designated target area, or to the city's urban trails system. This provision is intended to require the evaluation of the relationship between a proposed major facility and an area's open space needs and opportunities.

E. Open Space Taxation. In order to encourage the voluntary preservation of natural open space properties, undeveloped parcels designated as Greenbelt Overlay District on the City's Official Land Use Map shall be eligible for property tax assessment based on current use (RCW 84.34 and WAC 458-30). Under this program, property may be assessed for its value as open space rather than for its potential "highest and best use" under established zoning. The natural open space intended to be preserved under this policy should be primarily undeveloped areas of trees, streams, wooded ravines or other vegetated areas and is not meant to be only virgin forest or, conversely cultivated lawns, gardens or other similarly maintained areas.

[Note: Additional open spaces and natural areas may be added to this policy when mapped and adopted by the Council.]

Implementation Guideline 4: Open Space Public Development Authority

The City shall assess the feasibility and effectiveness of establishing an Open Space Public Development Authority (PDA) to raise funds, and to coordinate donations of land, property and easements and to facilitate land trades. In assessing the effectiveness of such an agency, the City shall consider the ability of a PDA to coordinate public and private donations, to respond promptly to special acquisition opportunities, and to dispose of assets that do not meet the objectives of the open space policies. The intent shall be to assess the most practical means of implementing the City Open Space Program to achieve the goals and objectives of the Open Space Policies.

POLICY 12: OPEN SPACE TARGET AREAS

In order to focus future public and private open space development efforts, open space target areas shall be designated. Target areas shall be selected to increase public enjoyment and preservation of the city's geographic and natural features -- its waters, vegetation, parks and its views. Target areas shall include two types of areas: 1) areas that provide a wide range of open space opportunities that

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are potentially accessible to a large segment of the population; and 2) areas where special natural, geographic or historic features such as stream courses, wooded hillsides and historic landscapes are concentrated. Additional target areas may be designated in the future.

POLICY 13: OPEN SPACE PLAN FOR LAKE UNION AND THE SHIP CANAL

To take advantage of Seattle's unique geographic features, a comprehensive open space plan shall be developed for Lake Union and the Lake Washington Ship Canal to increase public enjoyment of the waters, promote diverse activities along the shorelines, and enhance public vistas from surrounding areas. The plan shall capitalize on these urban waterways by providing visual, recreational and educational benefits to adjacent neighborhoods and to the people of Seattle, while protecting environmental resources and recognizing the importance of the mix of commercial, industrial, residential and recreational activities which establish the unique urban character of these shoreline areas.

Implementation Guideline 1: Locations for Open Space and Public Access

In order to provide an open space focus for surrounding areas, the City shall inventory and analyze existing open space facilities including parks, rights-of-way and existing public access sites, and shall work with adjacent communities to determine the most appropriate locations for additional open space amenities as part of the Open Space Plan for Lake Union and the Ship Canal.

Special attention shall be given to the maintenance of shorelines for the commercial and industrial uses which have established the "working waterfront" character of these areas. Solutions shall be sought to limit conflicts between existing uses and public open space activities. These solutions shall include design strategies as well as alternative locations for open space amenities. In addition to ensuring that open space activities are compatible with adjacent uses, the following criteria shall be used to evaluate sites for open space and access points within this target area:

A. Locations adjacent to or easily accessible from neighborhoods with population concentrations, such as densely developed residential neighborhoods, or commercial areas with large numbers of workers and pedestrian traffic.

B. Locations where open space opportunities are scarce, and where, due to the limited availability of land, future open space amenities are unlikely.

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C. Locations that provide views of or access to the shorelines, waterways and waterfront activities. In certain locations views of undeveloped areas and of shoreline activities shall be preferable to physical access, in order to preserve natural features or to avoid conflicts with existing commercial and industrial uses.

D. Locations that provide views of interest, such as points of historic or natural interest.

E. Locations that serve the recreational and educational needs of children.

Implementation Guideline 2: Compatibility with Adjacent Development

Street ends and waterways, improved or developed as open space amenities, shall be consistent with the Seattle Shoreline Master Program designation and with existing adjacent development. The intent shall be to recognize the important recreational, educational and economic benefits of the activities now located along Lake Union and the Ship Canal.

Implementation Guideline 3: Circulation

Special attention shall be given to enhancing circulation between the many and varied features within the open space plan, strengthening connections to adjacent neighborhoods and improving linkages to the city's wider open space resources.

A. Pedestrian Paths and Bikeways. In order to encourage non-motorized access and use of the open space amenities, the City shall develop a multi-use pathway or trail around Lake Union and the Ship Canal from Lake Washington to Puget Sound. New bikeways and pedestrian ways shall be integrated with existing ones. In certain locations, pedestrian paths shall traverse parks and mini-parks. In others, amenities within the right-of-way, such as sidewalks and improved landscaping, shall be developed to encourage pedestrian use. To recognize the needs of adjacent industrial and commercial uses, and to limit conflicts between pedestrians and bicyclists, and commercial and industrial traffic, paths and bikeways shall be along the shore in some cases, and away from the shore in others.

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B. Boulevards. In order to recognize the importance of rights-of-way as open space and as connectors among open spaces, streets leading to and along Lake Union and the Ship Canal may be designated as boulevards ((~~see Policy 5: Boulevards~~)). The intent is to enhance the open space role these routes play for motorists, bicyclists and pedestrians, and to visually link existing and proposed features of the Open Space Plan for Lake Union and the Ship Canal. Streets where the boulevard designation would be consistent with this access plan are shown in Figure 9. The Open Space Concept Plan for Lake Union/Ship Canal.

C. Marine Recreation and Water Access. In order to provide for public enjoyment of these unique urban water resources, the City shall encourage marine recreational activities in appropriate areas of Lake Union and the Ship Canal. Facilities such as launch areas for small boats and canoes shall be located so as not to conflict with commercial navigation lanes or with marine industrial development.

D. Connections to Adjacent Neighborhoods. In order to provide good connections to facilitate pedestrian travel between adjacent communities and the shorelines, the City shall maintain and improve existing stairways between the Lake and surrounding neighborhoods. Connections shall also be sought between Lake Union and the Ship Canal and neighborhoods that are separated by the Interstate 5 freeway and Aurora Avenue North. Pedestrian crossings and/or connections shall be established with these neighborhoods at key locations where feasible.

E. Open Space Right-of-Way Corridors. In order to realize the open space potential of railroad rights-of-way that now encircle Lake Union and the Ship Canal, the City shall seek to acquire these rights-of-way in the event they are abandoned. These lands shall provide opportunities for linear parks, trails and other open space features proposed in the Open Space Plan for Lake Union and the Ship Canal.

Implementation Guideline 4: Street Vacations
In order to recognize the open space value of street ends, the open space plan shall identify the most appropriate and desirable open space locations to guide decisions on street vacations. Proposals to vacate waterfront street ends in both industrial and commercial areas

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along these shorelines shall be assessed for consistency with the open space plan, and shall involve a thorough evaluation of the open space potential of the street ends to be vacated and of the open space and waterfront public access opportunities in the area.

Implementation Guideline 5: Public Access in Private Developments

In order to provide open space locations that are larger and accessible to greater numbers of people, designed to the highest possible standards, and consistent with the goals and objectives of the open space policies and the Seattle Shoreline Master Program, public access required by the SSMP may be provided offsite. Alternate access may consist of improvement of an undeveloped street end or enlargement or improvement of an existing public access site. Standards shall be developed so that the public benefit gained from the alternate access site is at least comparable to that required under the SSMP provisions, and meets the goals of the Shoreline Master Program. (~~In a few limited cases where there are no opportunities for comparable access, and on-site access would constitute hardship, a fee contribution to a fund for future public access sites may be allowed.~~)

Implementation Guideline 6: Signage

In order to encourage increased use of the open space system around Lake Union and the Ship Canal, a coordinated sign system shall be used to denote public shore access, viewpoints, trails and bikeways. Signs shall denote mileage, connections and points of interest and shall be posted at highly visible locations on all appropriate open space features, including routes, trails and bikeways. A map with a brochure highlighting features and points of interest along the open space system shall be developed. Information boards may also be provided to interpret special environmental features and noteworthy historical events.

POLICY 14: OPEN SPACE PLAN FOR LESCHI

An open space plan for Leschi shall be developed to preserve and enhance the unique wooded character of the Leschi neighborhood, a natural resource in the midst of a developed urban area. The plan shall encourage maintenance of the area's natural landscaped character, protection of the steep slopes and other environmentally sensitive areas, and enhancement of the area's existing open space system.

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~~(Within this target neighborhood, areas which meet the locational criteria for natural areas shall be so designated.~~) The plan shall (~~also~~) consider use of a variety of open space tools and strategies to meet the intent of this policy, such as public improvements of public lands and rights-of-way, or a public involvement program to maintain and enhance the neighborhood's urban forest.

Implementation Guideline 1: Development of an Open Space Plan

The City, working with the Leschi community, shall develop an open space plan for the Leschi Target Area to implement the objectives of this policy. (See Figure 10 for a map of the target area.) The purpose of the open space plan shall be to preserve and enhance the area's unique character of urban development interspersed with an abundance of vegetation and open spaces and to encourage development that minimizes disturbance of the area's delicate environmental conditions. In order to meet the intent of this policy, the character to be maintained and improved shall include:

A. The system of undeveloped streets.

B. Scenic drives, winding streets, and Olmsted designed routes.

C. Landscaped parks and heavily wooded park land.

D. Steep slopes and other environmentally sensitive conditions.

E. The Dell.

F. The construction of houses which are sensitive to the natural setting.

Implementation Guideline 2: Natural Areas Designation

RESERVE

[Note: Proposed Policy 2, which has not yet been reviewed by Council, would establish a Natural Area Zoning Overlay throughout the City. Designation of Natural Areas (including within the Target Areas) will occur as part of that process. At that time, this implementation Guideline and associated mapping will be reviewed by the Council.]

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~~Areas within the Leschi target neighborhood which meet the locational criteria for the Natural Areas Overlay (Policy 2), shall be designated as such. The following provisions for natural areas are consistent with the intent of this policy:~~

~~A. Establishment of limits to the use of substandard sized lots.~~

~~B. Requirement of a landscaped portion, either existing vegetation or restored, of each development site.~~

~~C. Departure from development standards for required yards, and parking location and access may be allowed as a special exception.~~

~~D. Allowance for clustered housing development as an administrative conditional use, provided such clustering results in the preservation of a greater area of vegetation, steep slopes, etc. No density increases allowed.~~

~~E. Additional evaluation criteria for reviewing short plat requests in natural areas to further the intent of the Natural Areas Overlay designation, such as protection of environmental concerns such as steep slopes, significant trees, streams, or drainage ways.~~

~~F. Establish eligibility for tax reductions (current use assessment or donation of conservation easements).~~)

Implementation Guideline 3: Additional Open Space Tools and Strategies

(~~In addition to the Designation of a Natural Area,~~) the following open space tools and strategies may be incorporated into the plan:

A. Boulevards (~~Policy 5~~): Boulevards in Leschi are an important element of an open space plan. They provide open space, landscaping, and linkages among other open space elements such as parks, the playgrounds and the lake. Public improvements for the Olmsted Legacy Drive and Lakeside Avenue (proposed boulevard) may be identified to help improve or enhance their existing character.

B. Street Parks (~~Policy 9~~): Undeveloped street rights-of-way which provide community garden opportunities or pedestrian connections to Lake Washington and the small lakeside commercial area, to the parks, or to the ridge top shall be considered for street park designation and improvements. Some street ends along the Lake may also be appropriate for street park development.

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C. Street Vacations (~~Policy 10~~): The open space plan for Leschi shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan.

D. Street Front Landscaping: (~~As part of the landscaping requirement for natural areas (Policy 2, Implementation Guideline 3.B.)~~ Street front landscaping may be required for new development so that the development will blend with the natural street front character of the area. Such landscaping would be particularly important along the boulevard in order to preserve and enhance its unique character. Minimum required front yards may also be specified rather than permitting averaging of front yards as is permitted in the Land Use Code.

E. Acquisition Priorities: Key sites for acquisition may be identified. These sites could be acquired through donations, land trades, or outright purchase. Such sites shall include those that would improve the existing public trail system which links the various open spaces between Lake Washington and the ridge top, or allows public access to the Lake.

Implementation Guideline 4: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural resources in the target area shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program, establishing an urban forestry program to maintain existing trees, replant damaged, diseased or undesirable trees, add new trees and other vegetation, or conducting on-going maintenance of open space areas. A non-profit organization may be established to accept contributions toward such a maintenance program.

The City shall also assist the community in providing public information relating to living and building in an environmentally sensitive area. Information may be provided for topics such as maintenance and preservation of vegetation and topographic conditions, code enforcement issues specifically geared toward development in environmentally sensitive areas, or actions to be taken when hazardous or illegal conditions/practices are observed.

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POLICY 15: OPEN SPACE PLAN FOR LONGFELLOW CREEK

The City shall develop an open space plan for the Longfellow Creek area to preserve and enhance the natural creek system, an irreplaceable natural resource and unique recreational opportunity within the Delridge Valley. The purpose of the plan is to promote development and improvements that minimize disturbance of the creek system. Permitted development shall be sensitive to the creek, promote passive recreational use along portions of the creek, and contribute to the preservation of a natural landscaped corridor along the creek.

~~(Properties abutting the creek shall be designated with the Natural Areas Overlay. In addition to the provisions for natural areas,)~~ The open space plan for Longfellow Creek shall consider the use of a variety of open space tools, such as public improvements along public rights-of-way, in order to meet the intent of this policy.

Implementation Guideline 1: Development of an Open Space Plan

The City, in conjuction with the community surrounding the Creek, shall develop an open space plan for the Longfellow Creek target area to implement the objectives of this policy. (See Figure 11 for a map of the target area.) The purpose of the plan shall be to preserve and enhance the natural features of Longfellow Creek and allow for public access along certain portions of the creek. The characteristics which are important to preserve and enhance are the natural open channel with perennial flow, fish and water habitat, water quality and the natural landscaped setting along the banks of the creek. Permitted development shall minimize disturbance of the creek and its surrounding natural environment.

Implementation Guideline 2: Natural Areas Designation

RESERVE

[Note: Proposed Policy 2, which has not yet been reviewed by the Council, would establish a Natural Area zoning overlay throughout the City. Designation of Natural Areas (including within Target Areas) will occur as part of that process. At that time, this Implementation Guideline and associated mapping will be reviewed by the Council.]

~~In order to help protect the existing creek system, all lots within the 100-foot highwater line of the creek shall be designated with a Natural Areas Overlay. The following provisions for natural areas will help further the goals of this policy (see Policy 2, Natural Areas Overlay for details):~~

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~~A. In single family zones, development on substandard size lots shall be limited.~~

~~B. In single family zones, the lot coverage exception shall be eliminated for below minimum size lots.~~

~~C. In single family zones, departure from development standards for required yards, and parking location and access may be allowed as a special exception.~~

~~D. For multi-family zones, the design departure procedure shall be amended to add that in natural areas departure may be permitted for reasons that are consistent with the intent of the Natural Areas Overlay (i.e., protection of environmentally sensitive areas, and retention of topographic features, natural systems and natural landscaping).~~

~~E. In all zones, landscaping shall be required for a portion of each developed site. Landscaping may be existing vegetation or restored landscaping.~~

~~F. The criteria for evaluating short plat requests in natural areas shall be expanded to further the goals of the Natural Areas Overlay designation, i.e., the proposal's relationship to protection of environmental concerns such as significant trees, streams, wetlands and drainage ways.~~

~~G. Provisions shall be established so that land designated as a natural area shall be eligible for tax reductions (current use assessment or donation of conservation easements).~~)

Implementation Guideline 3: Preservation of the Natural Creek System

In order to meet the intent of this policy, culverting of the creek shall not be allowed. Exceptions for vehicular access may be allowed only after careful consideration of alternative methods.

A. Alternatives to be Considered

1. Alternative access routes shall be explored to determine whether the property can be accessed without crossing the creek.

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2. Modifications to the location of parking shall be considered to determine whether alternative parking locations could be allowed so vehicular crossing of the creek would not be necessary. Such modifications to the established development standards may be permitted in order to eliminate necessity of culverting the creek.

B. Conditions to be Met

If, after considering the above alternatives, it is determined that neither option is feasible, culverting of the creek may be allowed only under the following conditions:

1. The amount of culverting proposed is the minimum necessary for access.

2. The creek width is sufficient to maintain adequate hydraulic capacity to meet peak creek flow.

3. The proposed culverting includes adequate provisions to allow for fish migration in the creek.

4. Hydraulic project approval has been received from the State in accordance with the requirements of RCW 75.20.100.

Implementation Guideline 4: Additional Open Space Tools and Strategies

(~~In addition to the designation of a natural area,~~) The following open space tools and strategies may be incorporated into the plan:

A. Street Parks ((~~Policy 9~~)). Undeveloped street rights-of-way which provide public access to the creek and provide connections with other open space resources in the area shall be considered for street park designation and improvements.

B. Street Vacations ((~~Policy 10~~)). The open space plan for Longfellow Creek shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan and intent of this policy.

C. Setback and Landscaping Standards. In order to help ensure the preservation of the creek and the natural vegetation along its banks, and to help protect proposed development from potential

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flooding, additional setbacks along the creek may be required. (~~As part of the landscaping requirements for natural areas (Policy 2, Implementation Guideline 3.C.),~~) Landscaping specifically along the creek banks may be required.

D. Utility Rights-of-Way. Utility rights-of-way shall be considered as potential opportunities for public access to the Creek and improvements along the Creek bank.

E. Acquisition Priorities. Key sites for acquisition may be identified in the plan. These sites could be acquired through donations, land trades or outright purchase. Such sites shall be those that allow public access to the creek, sites which could improve existing public access points, or areas suitable for development of a non-motorized trail system along portions of the creek.

Implementation Guideline 5: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural creek system and the landscaped character of the creek banks shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program relating to why it is important to maintain a quality natural creek system and how this goal can be obtained. A non-profit organization may be established to accept contribution toward maintenance of the creek and development of public access points along the creek.

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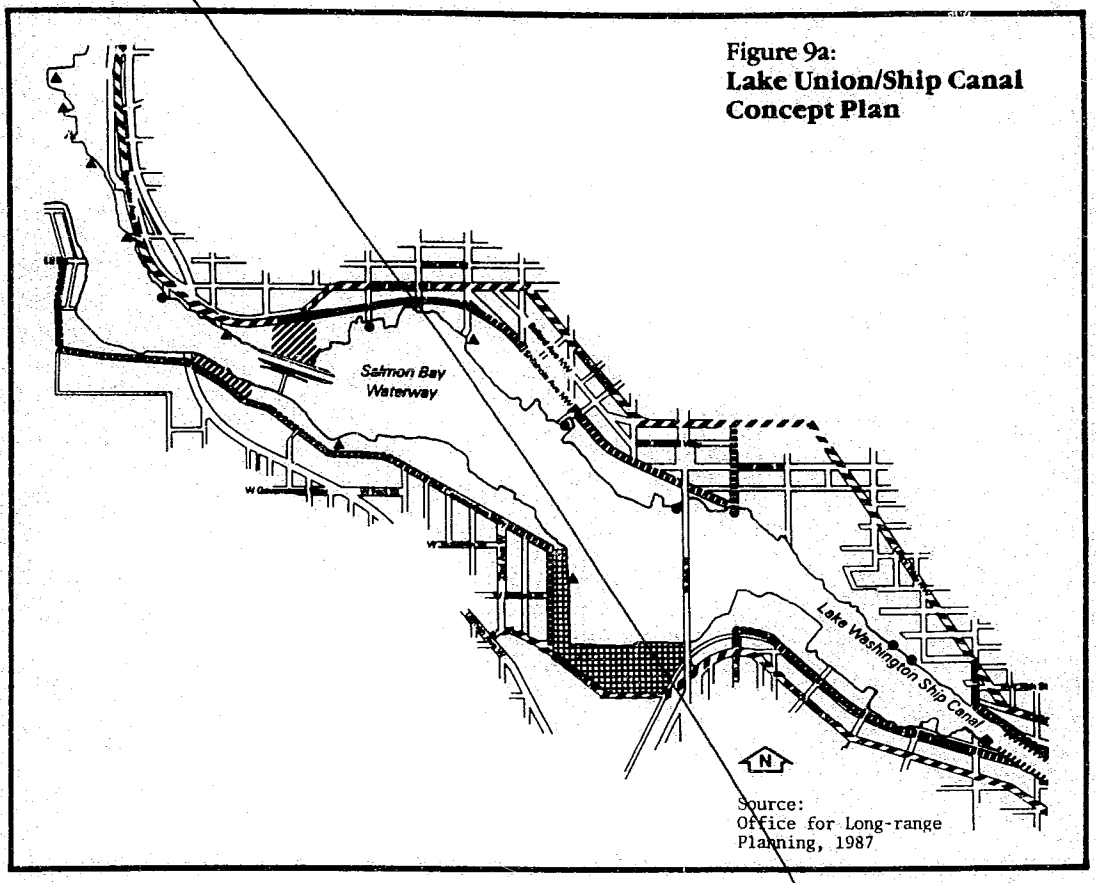

Figure 9a:
Lake Union/Ship Canal Concept Plan

Source:
Office for Long-range Planning, 1987

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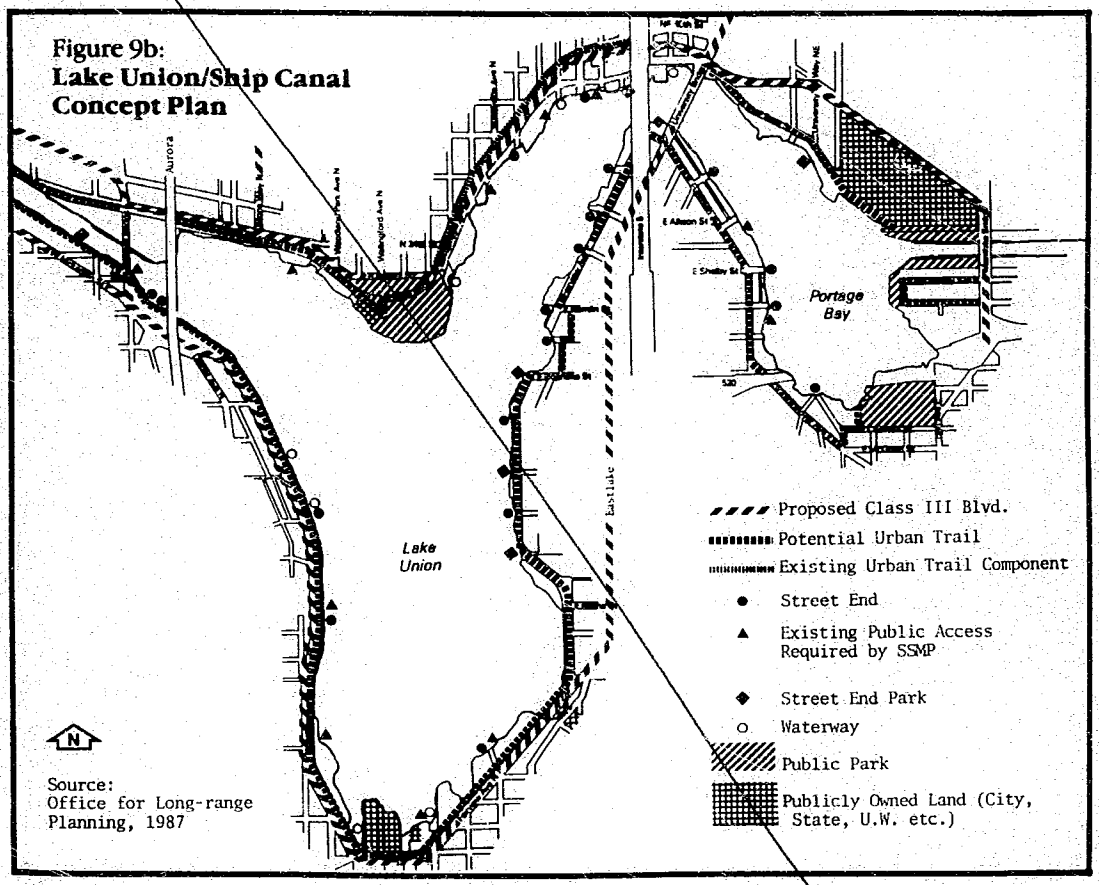

Figure 9b:
Lake Union/Ship Canal Concept Plan

Source:
Office for Long-range Planning, 1987

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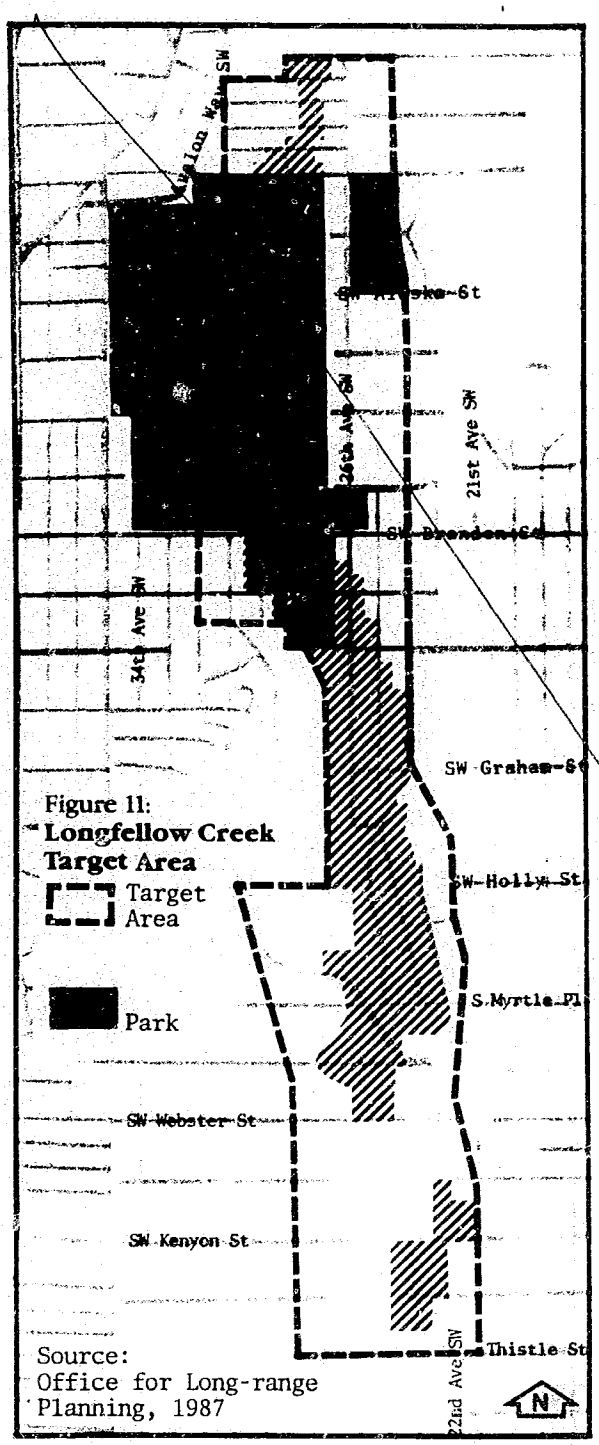

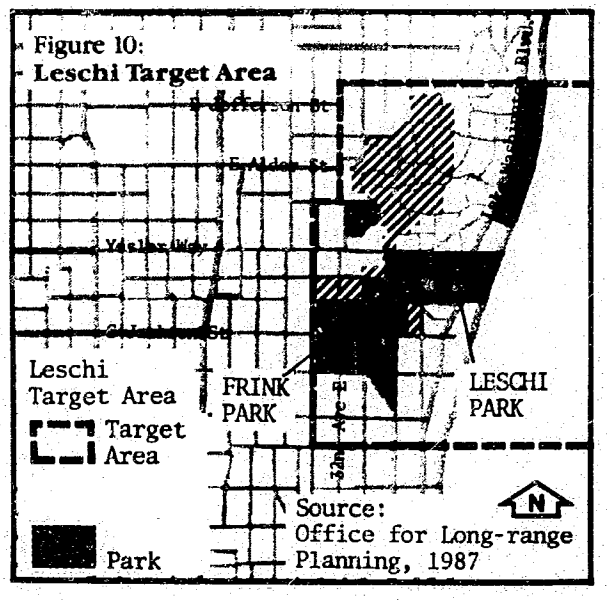

NOTE: Cross-hatched areas on the maps represent areas that have been proposed as Natural Areas (Policy 2). Because that policy has not yet been reviewed by Council, these Natural Areas will not be mapped as part of the Target Areas. Designation of Natural Areas within Target Areas will occur as part of the Council review of Policy 2.

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OPEN SPACE POLICIES

FRAMEWORK POLICY - GROWTH

Sufficient amounts, types and locations of open space shall be provided to meet the needs of future generations. Seattle's open space system shall be used to provide light and air, buffer residential areas from incompatible uses, and protect environmentally sensitive areas from excessive urban development. This system shall be expanded to: 1) promote a visually pleasing, high quality environment for workers, residents and visitors; 2) reinforce desired land use patterns; 3) strengthen Seattle neighborhoods; and 4) provide links among Seattle's diverse parts. These purposes supplement and complement the important recreational functions provided by our established system of park and recreation facilities.

FRAMEWORK POLICY - ENVIRONMENT

Seattle's heritage of natural assets--lakes, shorelines, streams, views, topography, trees and other natural vegetation--shall be protected, preserved and enhanced. Areas with earthslide hazard, flood hazard, drainage problems or other sensitive environmental qualities (~~shall be priority areas for preservation of open space.~~) are one type of open space that the City shall seek to preserve. Swaths of natural landscape and wildlife habitat shall be retained throughout the city.

FRAMEWORK POLICY - ~~(IMPLEMENTATION STRATEGIES)~~ OPEN SPACE PRESERVATION & ACQUISITION STRATEGIES

The goal of these open space policies shall be to maintain, improve and expand the existing open space system, so that future generations can appreciate and enjoy the city's outstanding natural features --its lakes, wooded hillsides, streams, and ravines. In order to reach such a goal it is important to recognize the necessity of going beyond (~~the~~) zoning and right-of-way mechanisms. (~~proposed as part of these policies.~~) The City shall develop an Open Space Program which includes a variety of tools and strategies for preserving and acquiring properties that are an integral part of the city's open space system. In addition, certain areas shall be targeted for planning efforts, public improvements and community programs in recognition of their special open space resources and fragile environmental conditions.

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POLICY 11: THE OPEN SPACE PROGRAM

The City shall make a commitment to fulfill the long-range open space goals established in these policies, by developing and implementing a comprehensive Open Space Program. This program shall include the establishment of a regular funding source for land acquisition to ensure the permanent protection and public control of important open spaces, and to develop park and recreational facilities to meet community needs. Potential public open spaces shall be prioritized for acquisition. Funding for ongoing maintenance expenses shall also be included in the program. Non-(~~acquisition~~) purchase options, including donations, land trades, open space taxation, the requirement of open space as part of major public projects, and the donation of conservation easements shall also be pursued.

Implementation Guideline 1: Acquisition Priorities

The following types of open spaces shall be considered for acquisition. (~~The list is not intended to indicate order of priority; priority is dependent on the type and location of the open space opportunity:~~) Though the list is not prioritized, criteria for prioritization, as well as a prioritized list of specific open spaces shall be developed as part of the implementation of the Open Space Program. Such prioritization shall be established through a public process.

A. Lands needed for parks and open space development, especially for major projects now underway such as South Lake Union and the Downtown Harborfront, for open space target areas, for special features such as Kubota Gardens, or to respond to community needs for facilities such as P-patches, street parks or children's play areas.

B. Areas within designated greenbelts (~~and natural areas,~~) and other identified open space resources particularly those which buffer residential areas from intense commercial and industrial activities.

C. Open space resources within areas with limited public open space. In these areas the use of surplused schools and public facilities should be considered as options to meet parks and open space needs. Special attention shall be given to areas with concentrations of children and elderly residents.

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D. Rights-of-way, such as railroad and utility corridors, which form linear parcels needed for the continuation of urban trails or connections among open space features. Completion of the Burke-Gilman Trail shall be a City priority.

E. Lands providing public access to shorelines, particularly waterfront sites allowing physical access to Lake Washington, to Puget Sound, and to Lake Union and the Ship Canal.

F. Land abutting Seattle's remaining perennial streams: Longfellow, Thornton and Maple Creeks.

G. Open space needs identified as part of a Council adopted neighborhood plan, (~~or~~) subarea plan (such as the Downtown Plan), or Open Space Target Area Plan, or as part of other City redevelopment proposals such as the Downtown Harborfront Plan.

H. Land owned by other public agencies or jurisdictions now serving parks and open space functions. Lands in this category include playgrounds and facilities of surplused schools, particularly in areas with limited open space resources, and federal facilities including Fort Lawton, the West Point Lighthouse, the Naval Reserve Center at South Lake Union, the Alki Lighthouse, and the Sand Point Naval Station/NOAA.

Implementation Guideline 2: Funding for Ongoing Open Space Program

To provide for an open space system which meets the needs of future generations and to prevent the loss of key parcels for the open space system, the City shall establish a regular fund source for the acquisition of open space lands. Regular annual funding shall be assured for at least a 10 to 15 year period to ensure attainment of long-term open space goals. Initial funds shall be directed toward the acquisition of threatened lands. If necessary, these City-owned lands may remain undeveloped until improvement and maintenance funds are available. Funds shall also be used to ensure a timely response to unexpected opportunities to purchase open space; and to finance the improvement and development of new parks and the ongoing maintenance of the open space system.

Additional fund sources shall be identified, and through a public evaluation process, the most efficient and effective fund source(s) selected. Cost estimates shall be developed for the Open Space Program and, if feasible, this program shall be integrated into the annual Capital Improvement Program (CIP). Possible sources of funds

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for annual improvements through the CIP shall include but are not limited to: a) the general fund; b) an existing revenue source such as the real estate excise tax; and c) identifying new revenues such as a real estate excise surcharge, the Conservation Futures Tax, or SEPA mitigation funds. The City shall consider funding sources such as parks and open space levies and bond issues if the cost estimates indicate the need for such revenues. The Open Space Program may also be supplemented by non-City funds such as State and federal grants.

Implementation Guideline 3: Non-Purchase Options

Whenever feasible, the City shall seek to obtain land for open space at no cost.

A. Donations. The City shall develop a program to encourage private and public donations of land and funds to implement the Open Space Program. Options for solicitation of public lands shall include federal and State lands, utility corridors and railroad rights-of-way. Specific criteria for acceptance of donations shall be established, including: size of the property; location in relation to an area's needs; opportunities for parks and open spaces; estimate of costs for development and maintenance; and potential for linkages to other parks, public facilities or open spaces.

B. Land Trades. The City shall encourage trades of parcels of land where the public open space system will benefit from such trades. Key parcels which can be traded shall be identified and assembled as a property list or portfolio. These shall include land held by the Department of Parks and Recreation that is not appropriate for parks and recreation development.

C. Conservation Easements. The donation of conservation easements, which provide the donor with tax relief from federal and State taxes and from local property assessments, shall be encouraged in areas where such easements will result in the preservation of open space, public access to shorelines and maintenance of the continuity of urban trails. The City shall accept such easements and shall designate other agencies also empowered to accept conservation easements for the purpose of open space preservation. Where easements are accepted, they shall run in perpetuity and the City shall specify the features to be maintained and preserved on each site.

D. Major Public Projects. Major public projects, such as utility and transportation projects, shall be required to provide public open transportation projects, shall be required to provide public open space. Standards shall be developed to determine the minimum size and cost of projects that are required to provide public open

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space. The amount of public open space required shall depend on the size of the project, the open space needs of adjacent areas, and the opportunities provided by a particular project. Special attention shall be given to the proximity of a project to a designated target area, or to the city's urban trails system. This provision is intended to require the evaluation of the relationship between a proposed major facility and an area's open space needs and opportunities.

E. Open Space Taxation. In order to encourage the voluntary preservation of natural open space properties, undeveloped parcels designated as Greenbelt Overlay District on the City's Official Land Use Map shall be eligible for property tax assessment based on current use (RCW 84.34 and WAC 458-30). Under this program, property may be assessed for its value as open space rather than for its potential "highest and best use" under established zoning. The natural open space intended to be preserved under this policy should be primarily undeveloped areas of trees, streams, wooded ravines or other vegetated areas and is not meant to be only virgin forest or, conversely cultivated lawns, gardens or other similarly maintained areas. The Executive shall develop an estimate of the tax revenue impacts of this program.

[Note: Additional open spaces and natural areas may be added to this policy when mapped and adopted by the Council.]

Implementation Guideline 4: Open Space Public Development Authority

The City shall assess the feasibility and effectiveness of establishing an Open Space Public Development Authority (PDA) to raise funds, and to coordinate donations of land, property and easements and to facilitate land trades. In assessing the effectiveness of such an agency, the City shall consider the ability of a PDA to coordinate public and private donations, to respond promptly to special acquisition opportunities, and to dispose of assets that do not meet the objectives of the open space policies. The intent shall be to assess the most practical means of implementing the City Open Space Program to achieve the goals and objectives of the Open Space Policies.

POLICY 12: OPEN SPACE TARGET AREAS

In order to focus future public and private open space development efforts, open space target areas shall be designated. Target areas shall be selected to increase public enjoyment and preservation of the city's geographic and natural features -- its waters, vegetation, parks and its views. Target areas shall include two types of areas: 1) areas that provide a wide range of open space opportunities that

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are potentially accessible to a large segment of the population; and 2) areas where special natural, geographic or historic features such as stream courses, wooded hillsides and historic landscapes are concentrated. Additional target areas may be designated in the future.

POLICY 13: OPEN SPACE PLAN FOR LAKE UNION AND THE SHIP CANAL

To take advantage of Seattle's unique geographic features, a comprehensive open space plan shall be developed for Lake Union and the Lake Washington Ship Canal to increase public enjoyment of the waters, promote diverse activities along the shorelines, and enhance public vistas from surrounding areas. The plan shall capitalize on these urban waterways by providing visual, recreational and educational benefits to adjacent neighborhoods and to the people of Seattle, while protecting environmental resources and recognizing the importance of the mix of commercial, industrial, residential and recreational activities which establish the unique urban character of these shoreline areas.

Implementation Guideline 1: Locations for Open Space and Public Access

In order to provide an open space focus for surrounding areas, the City shall inventory and analyze existing open space facilities including parks, rights-of-way and existing public access sites, and shall work with adjacent communities to determine the most appropriate locations for additional open space amenities as part of the Open Space Plan for Lake Union and the Ship Canal.

Special attention shall be given to the maintenance of shorelines for the commercial and industrial uses which have established the "working waterfront" character of these areas. Solutions shall be sought to limit conflicts between existing uses and public open space activities. These solutions shall include design strategies as well as alternative locations for open space amenities. In addition to ensuring that open space activities are compatible with adjacent uses, the following criteria shall be used to evaluate sites for open space and access points within this target area:

A. Locations adjacent to or easily accessible from neighborhoods with population concentrations, such as densely developed residential neighborhoods, or commercial areas with large numbers of workers and pedestrian traffic.

B. Locations where open space opportunities are scarce, and where, due to the limited availability of land, future open space amenities are unlikely.

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C. Locations that provide views of or access to the shorelines, waterways and waterfront activities. In certain locations views of undeveloped areas and of shoreline activities shall be preferable to physical access, in order to preserve natural features or to avoid conflicts with existing commercial and industrial uses.

D. Locations that provide views of interest, such as points of historic or natural interest.

E. Locations that serve the recreational and educational needs of children.

Implementation Guideline 2: Compatibility with Adjacent Development

Street ends and waterways, improved or developed as open space amenities, shall be consistent with the Seattle Shoreline Master Program designation and with existing adjacent development. The intent shall be to recognize the important recreational, educational and economic benefits of the activities now located along Lake Union and the Ship Canal.

Implementation Guideline 3: Circulation

Special attention shall be given to enhancing circulation between the many and varied features within the open space plan, strengthening connections to adjacent neighborhoods and improving linkages to the city's wider open space resources.

A. Pedestrian Paths and Bikeways. In order to encourage non-motorized access and use of the open space amenities, the City shall develop a multi-use pathway or trail around Lake Union and the Ship Canal from Lake Washington to Puget Sound. New bikeways and pedestrian ways shall be integrated with existing ones. In certain locations, pedestrian paths shall traverse parks and mini-parks. In others, amenities within the right-of-way, such as sidewalks and improved landscaping, shall be developed to encourage pedestrian use. To recognize the needs of adjacent industrial and commercial uses, and to limit conflicts between pedestrians and bicyclists, and commercial and industrial traffic, paths and bikeways shall be along the shore in some cases, and away from the shore in others.

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B. Boulevards. In order to recognize the importance of rights-of-way as open space and as connectors among open spaces, streets leading to and along Lake Union and the Ship Canal may be designated as boulevards ((~~see Policy 5: Boulevards~~)). The intent is to enhance the open space role these routes play for motorists, bicyclists and pedestrians, and to visually link existing and proposed features of the Open Space Plan for Lake Union and the Ship Canal. Streets where the boulevard designation would be consistent with this access plan are shown in Figure 9. The Open Space Concept Plan for Lake Union/Ship Canal.

C. Marine Recreation and Water Access. In order to provide for public enjoyment of these unique urban water resources, the City shall encourage marine recreational activities in appropriate areas of Lake Union and the Ship Canal. Facilities such as launch areas for small boats and canoes shall be located so as not to conflict with commercial navigation lanes or with marine industrial development.

D. Connections to Adjacent Neighborhoods. In order to provide good connections to facilitate pedestrian travel between adjacent communities and the shorelines, the City shall maintain and improve existing stairways between the Lake and surrounding neighborhoods. Connections shall also be sought between Lake Union and the Ship Canal and neighborhoods that are separated by the Interstate 5 freeway and Aurora Avenue North. Pedestrian crossings and/or connections shall be established with these neighborhoods at key locations where feasible.

E. Open Space Right-of-Way Corridors. In order to realize the open space potential of railroad rights-of-way that now encircle Lake Union and the Ship Canal, the City shall seek to acquire these rights-of-way in the event they are abandoned. These lands shall provide opportunities for linear parks, trails and other open space features proposed in the Open Space Plan for Lake Union and the Ship Canal.

Implementation Guideline 4: Street Vacations
In order to recognize the open space value of street ends, the open space plan shall identify the most appropriate and desirable open space locations to guide decisions on street vacations. Proposals to vacate waterfront street ends in both industrial and commercial areas

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along these shorelines shall be assessed for consistency with the open space plan, and shall involve a thorough evaluation of the open space potential of the street ends to be vacated and of the open space and waterfront public access opportunities in the area.

Implementation Guideline 5: Public Access in Private Developments

In order to provide open space locations that are larger and accessible to greater numbers of people, designed to the highest possible standards, and consistent with the goals and objectives of the open space policies and the Seattle Shoreline Master Program, public access required by the SSMP may be provided offsite. Alternate access may consist of improvement of an undeveloped street end or enlargement or improvement of an existing public access site. Standards shall be developed so that the public benefit gained from the alternate access site is at least comparable to that required under the SSMP provisions, and meets the goals of the Shoreline Master Program. (~~In a few limited cases where there are no opportunities for comparable access, and on-site access would constitute hardship, a fee contribution to a fund for future public access sites may be allowed.~~)

Implementation Guideline 6: Signage

In order to encourage increased use of the open space system around Lake Union and the Ship Canal, a coordinated sign system shall be used to denote public shore access, viewpoints, trails and bikeways. Signs shall denote mileage, connections and points of interest and shall be posted at highly visible locations on all appropriate open space features, including routes, trails and bikeways. A map with a brochure highlighting features and points of interest along the open space system shall be developed. Information boards may also be provided to interpret special environmental features and noteworthy historical events.

POLICY 14: OPEN SPACE PLAN FOR LESCHI

An open space plan for Leschi shall be developed to preserve and enhance the unique wooded character of the Leschi neighborhood, a natural resource in the midst of a developed urban area. The plan shall encourage maintenance of the area's natural landscaped character, protection of the steep slopes and other environmentally sensitive areas, and enhancement of the area's existing open space system.

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~~(Within this target neighborhood, areas which meet the locational criteria for natural areas shall be so designated.)~~ The plan shall (~~also~~) consider use of a variety of open space tools and strategies to meet the intent of this policy, such as public improvements of public lands and rights-of-way, or a public involvement program to maintain and enhance the neighborhood's urban forest.

Implementation Guideline 1: Development of an Open Space Plan

The City, working with the Leschi community, shall develop an open space plan for the Leschi Target Area to implement the objectives of this policy. (See Figure 10 for a map of the target area.) The purpose of the open space plan shall be to preserve and enhance the area's unique character of urban development interspersed with an abundance of vegetation and open spaces and to encourage development that minimizes disturbance of the area's delicate environmental conditions. In order to meet the intent of this policy, the character to be maintained and improved shall include:

A. The system of undeveloped streets.

B. Scenic drives, winding streets, and Olmsted designed routes.

C. Landscaped parks and heavily wooded park land.

D. Steep slopes and other environmentally sensitive conditions.

E. The Dell.

F. The construction of houses which are sensitive to the natural setting.

Implementation Guideline 2: Natural Areas Designation

RESERVE

[Note: Proposed Policy 2, which has not yet been reviewed by Council, would establish a Natural Area Zoning Overlay throughout the City. Designation of Natural Areas (including within the Target Areas) will occur as part of that process. At that time, this implementation Guideline and associated mapping will be reviewed by the Council.]

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~~Areas within the Leschi target neighborhood which meet the locational criteria for the Natural Areas Overlay (Policy 2), shall be designated as such. The following provisions for natural areas are consistent with the intent of this policy:~~

~~A. Establishment of limits to the use of substandard sized lots.~~

~~B. Requirement of a landscaped portion, either existing vegetation or restored, of each development site.~~

~~C. Departure from development standards for required yards, and parking location and access may be allowed as a special exception.~~

~~D. Allowance for clustered housing development as an administrative conditional use, provided such clustering results in the preservation of a greater area of vegetation, steep slopes, etc. No density increases allowed.~~

~~E. Additional evaluation criteria for reviewing short plat requests in natural areas to further the intent of the Natural Areas Overlay designation, such as protection of environmental concerns such as steep slopes, significant trees, streams, or drainage ways.~~

~~F. Establish eligibility for tax reductions (current use assessment or donation of conservation easements).~~)

Implementation Guideline 3: Additional Open Space Tools and Strategies

(~~In addition to the Designation of a Natural Area,~~) the following open space tools and strategies may be incorporated into the plan:

A. Boulevards (~~Policy 5~~): Boulevards in Leschi are an important element of an open space plan. They provide open space, landscaping, and linkages among other open space elements such as parks, the playgrounds and the lake. Public improvements for the Olmsted Legacy Drive and Lakeside Avenue (proposed boulevard) may be identified to help improve or enhance their existing character.

B. Street Parks (~~Policy 9~~): Undeveloped street rights-of-way which provide community garden opportunities or pedestrian connections to Lake Washington and the small lakeside commercial area, to the parks, or to the ridge top shall be considered for street park designation and improvements. Some street ends along the Lake may also be appropriate for street park development.

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C. Street Vacations (~~Policy 10~~): The open space plan for Leschi shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan.

D. Street Front Landscaping: (~~As part of the landscaping requirement for natural areas (Policy 2, Implementation Guideline 3.B.~~) Street front landscaping may be required for new development so that the development will blend with the natural street front character of the area. Such landscaping would be particularly important along the boulevard in order to preserve and enhance its unique character. Minimum required front yards may also be specified rather than permitting averaging of front yards as is permitted in the Land Use Code.

E. Acquisition Priorities: Key sites for acquisition may be identified. These sites could be acquired through donations, land trades, or outright purchase. Such sites shall include those that would improve the existing public trail system which links the various open spaces between Lake Washington and the ridge top, or allows public access to the Lake.

Implementation Guideline 4: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural resources in the target area shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program, establishing an urban forestry program to maintain existing trees, replant damaged, diseased or undesirable trees, add new trees and other vegetation, or conducting on-going maintenance of open space areas. A non-profit organization may be established to accept contributions toward such a maintenance program.

The City shall also assist the community in providing public information relating to living and building in an environmentally sensitive area. Information may be provided for topics such as maintenance and preservation of vegetation and topographic conditions, code enforcement issues specifically geared toward development in environmentally sensitive areas, or actions to be taken when hazardous or illegal conditions/practices are observed.

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POLICY 15: OPEN SPACE PLAN FOR LONGFELLOW CREEK

The City shall develop an open space plan for the Longfellow Creek area to preserve and enhance the natural creek system, an irreplaceable natural resource and unique recreational opportunity within the Delridge Valley. The purpose of the plan is to promote development and improvements that minimize disturbance of the creek system. Permitted development shall be sensitive to the creek, promote passive recreational use along portions of the creek, and contribute to the preservation of a natural landscaped corridor along the creek.

~~(Properties abutting the creek shall be designated with the Natural Areas Overlay. In addition to the provisions for natural areas,~~)
The open space plan for Longfellow Creek shall consider the use of a variety of open space tools, such as public improvements along public rights-of-way, in order to meet the intent of this policy.

Implementation Guideline 1: Development of an Open Space Plan

The City, in conjuction with the community surrounding the Creek, shall develop an open space plan for the Longfellow Creek target area to implement the objectives of this policy. (See Figure 11 for a map of the target area.) The purpose of the plan shall be to preserve and enhance the natural features of Longfellow Creek and allow for public access along certain portions of the creek. The characteristics which are important to preserve and enhance are the natural open channel with perennial flow, fish and water habitat, water quality and the natural landscaped setting along the banks of the creek. Permitted development shall minimize disturbance of the creek and its surrounding natural environment.

Implementation Guideline 2: Natural Areas Designation

RESERVE

[Note: Proposed Policy 2, which has not yet been reviewed by the Council, would establish a Natural Area zoning overlay throughout the City. Designation of Natural Areas (including within Target Areas) will occur as part of that process. At that time, this Implementation Guideline and associated mapping will be reviewed by the Council.]

~~In order to help protect the existing creek system, all lots within the 100 foot highwater line of the creek shall be designated with a Natural Areas Overlay. The following provisions for natural areas will help further the goals of this policy (see Policy 2, Natural Areas Overlay for details):~~

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~~A. In single family zones, development on substandard size lots shall be limited.~~

~~B. In single family zones, the lot coverage exception shall be eliminated for below minimum size lots.~~

~~C. In single family zones, departure from development standards for required yards, and parking location and access may be allowed as a special exception.~~

~~D. For multi-family zones, the design departure procedure shall be amended to add that in natural areas departure may be permitted for reasons that are consistent with the intent of the Natural Areas Overlay (i.e., protection of environmentally sensitive areas, and retention of topographic features, natural systems and natural landscaping).~~

~~E. In all zones, landscaping shall be required for a portion of each developed site. Landscaping may be existing vegetation or restored landscaping.~~

~~F. The criteria for evaluating short plat requests in natural areas shall be expanded to further the goals of the Natural Areas Overlay designation, i.e., the proposal's relationship to protection of environmental concerns such as significant trees, streams, wetlands and drainage ways.~~

~~G. Provisions shall be established so that land designated as a natural area shall be eligible for tax reductions (current use assessment or donation of conservation easements).~~)

Implementation Guideline 3: Preservation of the Natural Creek System

In order to meet the intent of this policy, culverting of the creek shall not be allowed. Exceptions for vehicular access may be allowed only after careful consideration of alternative methods.

A. Alternatives to be Considered

1. Alternative access routes shall be explored to determine whether the property can be accessed without crossing the creek.

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2. Modifications to the location of parking shall be considered to determine whether alternative parking locations could be allowed so vehicular crossing of the creek would not be necessary. Such modifications to the established development standards may be permitted in order to eliminate necessity of culverting the creek.

B. Conditions to be Met

If, after considering the above alternatives, it is determined that neither option is feasible, culverting of the creek may be allowed only under the following conditions:

1. The amount of culverting proposed is the minimum necessary for access.

2. The creek width is sufficient to maintain adequate hydraulic capacity to meet peak creek flow.

3. The proposed culverting includes adequate provisions to allow for fish migration in the creek.

4. Hydraulic project approval has been received from the State in accordance with the requirements of RCW 75.20.100.

Implementation Guideline 4: Additional Open Space Tools and Strategies

(~~In addition to the designation of a natural area,~~) The following open space tools and strategies may be incorporated into the plan:

A. Street Parks ((~~Policy 9~~)). Undeveloped street rights-of-way which provide public access to the creek and provide connections with other open space resources in the area shall be considered for street park designation and improvements.

B. Street Vacations ((~~Policy 10~~)). The open space plan for Longfellow Creek shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan and intent of this policy.

C. Setback and Landscaping Standards. In order to help ensure the preservation of the creek and the natural vegetation along its banks, and to help protect proposed development from potential

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flooding, additional setbacks along the creek may be required. ~~(As part of the landscaping requirements for natural areas (Policy 2, Implementation Guideline 3.C.),~~) Landscaping specifi cally along the creek banks may be required.

D. Utility Rights-of-Way. Utility rights-of-way shall be considered as potential opportunities for public access to the Creek and improvements along the Creek bank.

E. Acquisition Priorities. Key sites for acquisition may be identified in the plan. These sites could be acquired through donations, land trades or outright purchase. Such sites shall be those that allow public access to the creek, sites which could improve existing public access points, or areas suitable for development of a non-motorized trail system along portions of the creek.

Implementation Guideline 5: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural creek system and the landscaped character of the creek banks shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program relating to why it is important to maintain a quality natural creek system and how this goal can be obtained. A non-profit organization may be established to accept contribution toward maintenance of the creek and development of public access points along the creek.

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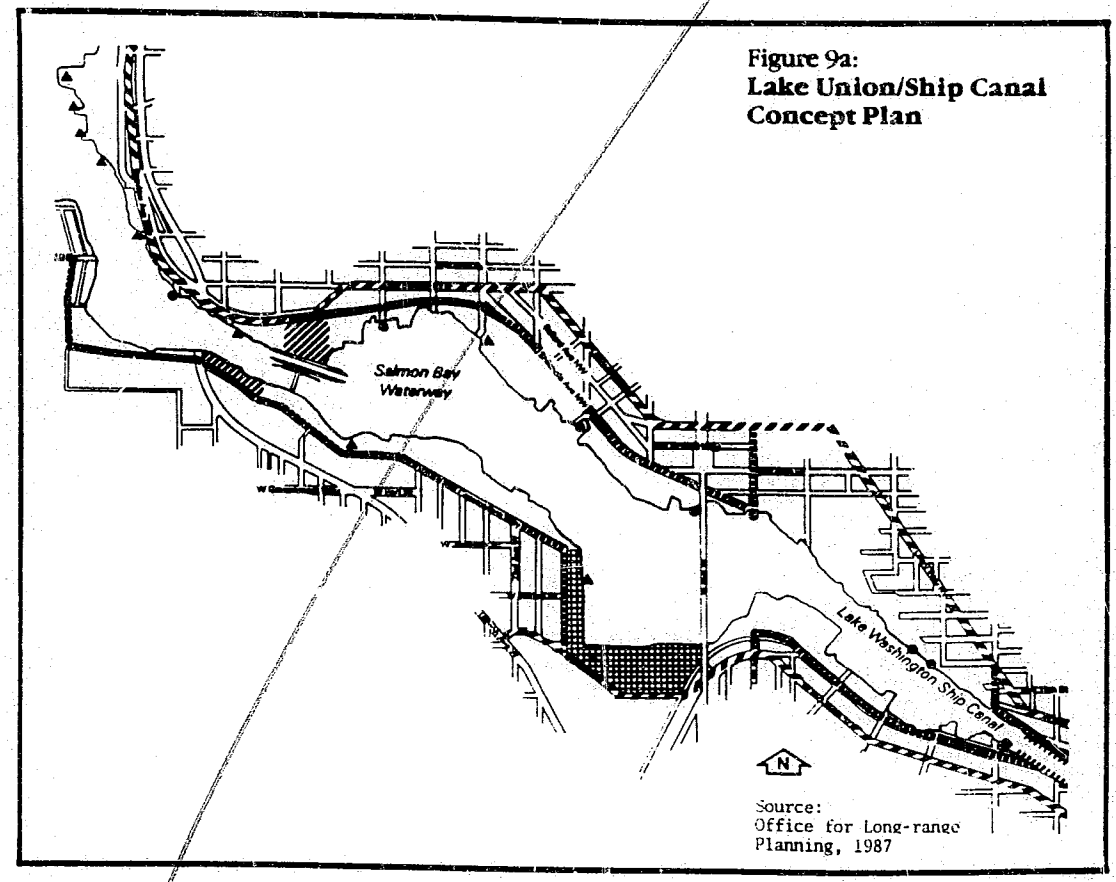

Figure 9a:
Lake Union/Ship Canal Concept Plan

Source:
Office for Long-range Planning, 1987

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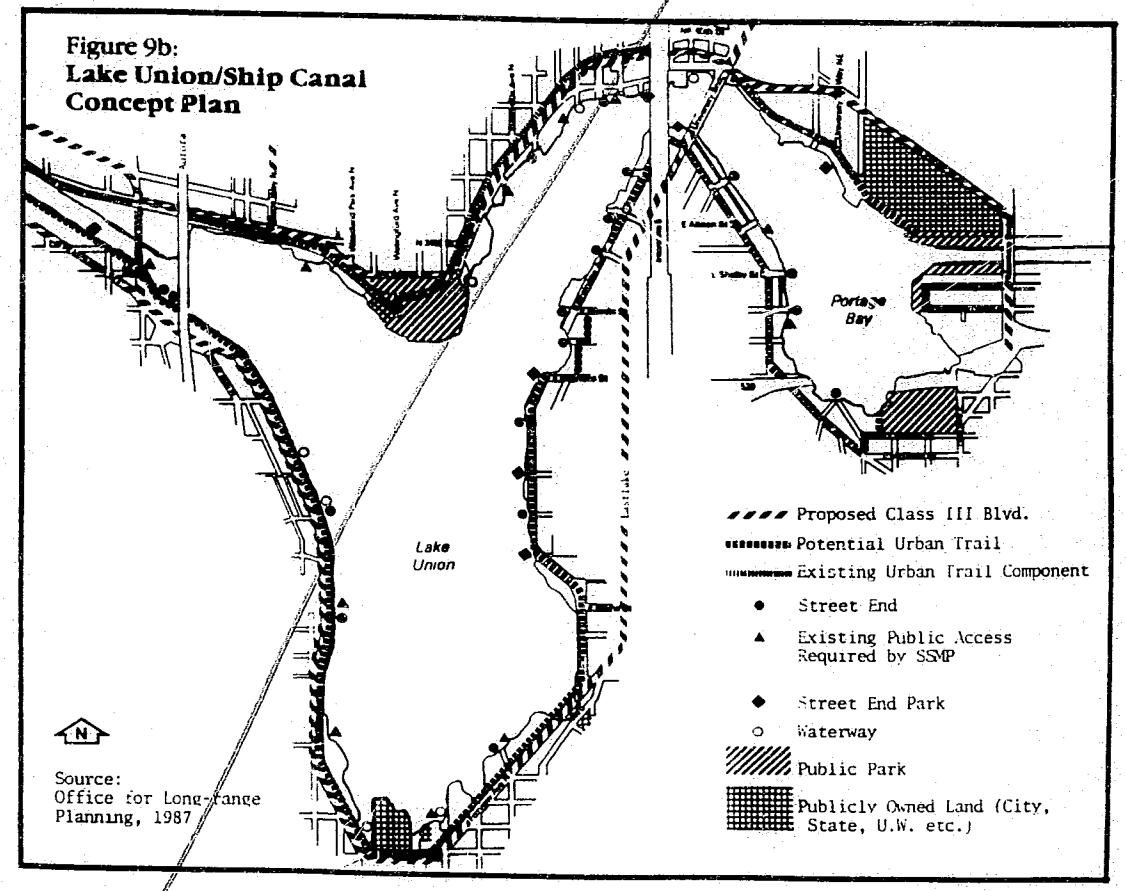

Figure 9b:
Lake Union/Ship Canal Concept Plan

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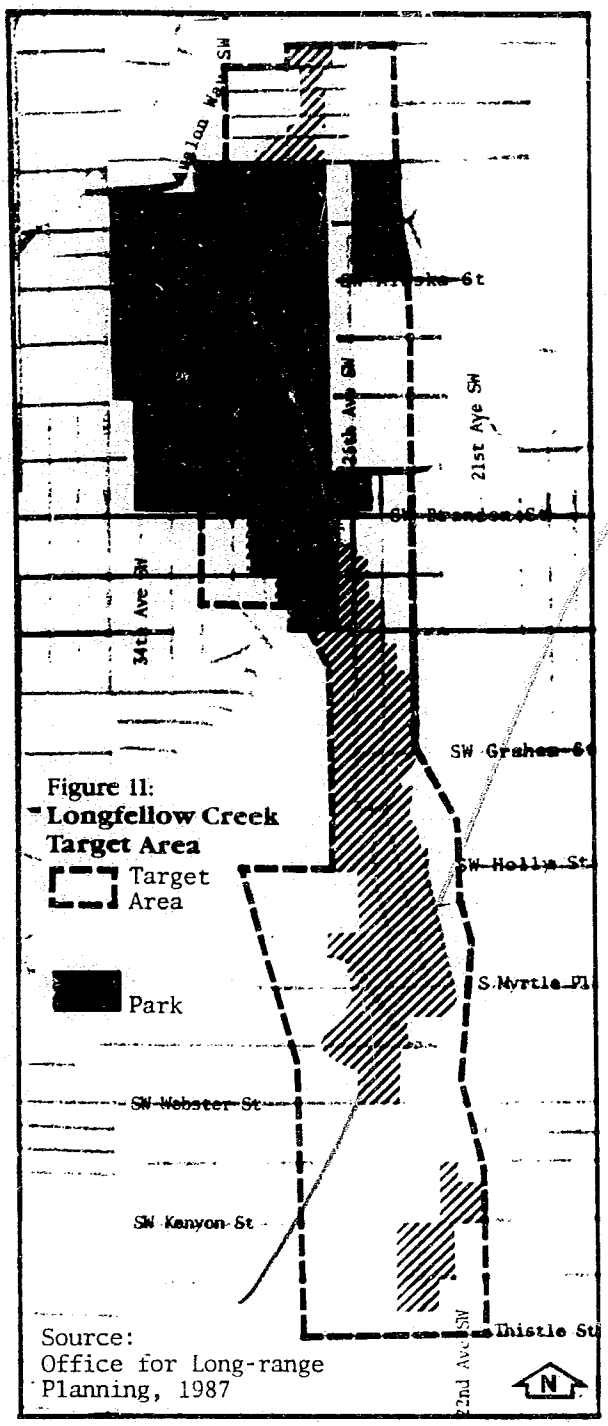

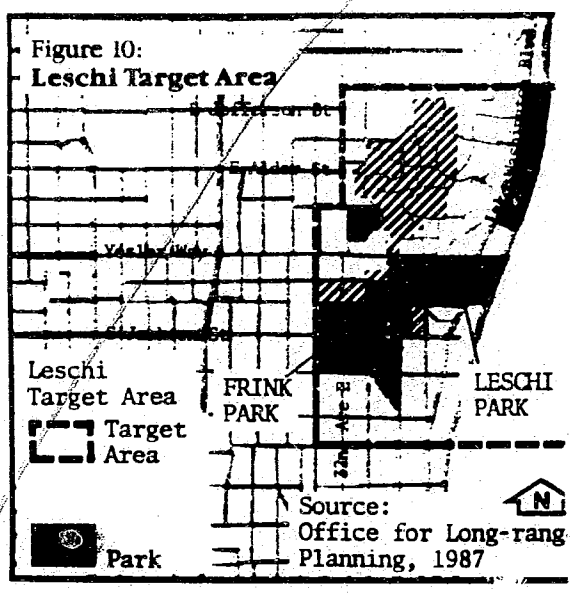

NOTE: Cross-hatched areas on the maps represent areas that have been proposed as Natural Areas (Policy 2) Because that policy has not yet been reviewed by Council, these Natural Areas will not be mapped as part of the Target Areas. Designation of Natural Areas within Target Areas will occur as part of the Council review of Policy 2.

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OPEN SPACE POLICIES

FRAMEWORK POLICY - GROWTH

Sufficient amounts, types and locations of open space shall be provided to meet the needs of future generations. Seattle's open space system shall be used to provide light and air, buffer residential areas from incompatible uses, and protect environmentally sensitive areas from excessive urban development. This system shall be expanded to: 1) promote a visually pleasing, high quality environment for workers, residents and visitors; 2) reinforce desired land use patterns; 3) strengthen Seattle neighborhoods; and 4) provide links among Seattle's diverse parts. These purposes supplement and complement the important recreational functions provided by our established system of park and recreation facilities.

FRAMEWORK POLICY - ENVIRONMENT

Seattle's heritage of natural assets--lakes, shorelines, streams, views, topography, trees and other natural vegetation--shall be protected, preserved and enhanced. Areas with earthslide hazard, flood hazard, drainage problems or other sensitive environmental qualities are one type of open space that the City shall seek to preserve. Swaths of natural landscape and wildlife habitat shall be retained throughout the city.

FRAMEWORK POLICY - OPEN SPACE PRESERVATION & ACQUISITION STRATEGIES

The goal of these open space policies shall be to maintain, improve and expand the existing open space system, so that future generations can appreciate and enjoy the city's outstanding natural features --its lakes, wooded hillsides, streams, and ravines. In order to reach such a goal it is important to recognize the necessity of going beyond zoning and right-of-way mechanisms. The City shall develop an Open Space Program which includes a variety of tools and strategies for preserving and acquiring properties that are an integral part of the city's open space system. In addition, certain areas shall be targeted for planning efforts, public improvements and community programs in recognition of their special open space resources and fragile environmental conditions.

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POLICY 11: THE OPEN SPACE PROGRAM

The City shall make a commitment to fulfill the long-range open space goals established in these policies, by developing and implementing a comprehensive Open Space Program. This program shall include the establishment of a regular funding source for land acquisition to ensure the permanent protection and public control of important open spaces, and to develop park and recreational facilities to meet community needs. Potential public open spaces shall be prioritized for acquisition. Funding for ongoing maintenance expenses shall also be included in the program. Non-purchase options, including donations, land trades, open space taxation, the requirement of open space as part of major public projects, and the donation of conservation easements shall also be pursued.

Implementation Guideline 1: Acquisition Priorities

The following types of open spaces shall be considered for acquisition. Though the list is not prioritized, criteria for prioritization, as well as a prioritized list of specific open spaces shall be developed as part of the implementation of the Open Space Program. Such prioritization shall be established through a public process.

A. Lands needed for parks and open space development, especially for major projects now underway such as South Lake Union and the Downtown Harborfront, for open space target areas, for special features such as Kubota Gardens, or to respond to community needs for facilities such as P-patches, street parks or children's play areas.

B. Areas within designated greenbelts or other identified open space resources particularly those which buffer residential areas from intense commercial and industrial activities.

C. Open space resources within areas with limited public open space. In these areas the use of surplused schools and public facilities should be considered as options to meet parks and open space needs. Special attention shall be given to areas with concentrations of children and elderly residents.

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D. Rights-of-way, such as railroad and utility corridors, which form linear parcels needed for the continuation of urban trails or connections among open space features. Completion of the Burke-Gilman Trail shall be a City priority.

E. Lands providing public access to shorelines, particularly waterfront sites allowing physical access to Lake Washington, to Puget Sound, and to Lake Union and the Ship Canal.

F. Land abutting Seattle's remaining perennial streams: Longfellow, Thornton and Maple Creeks.

G. Open space needs identified as part of a Council adopted neighborhood plan, subarea plan (such as the Downtown Plan), or Open Space Target Area Plan, or as part of other City redevelopment proposals such as the Downtown Harborfront Plan.

H. Land owned by other public agencies or jurisdictions now serving parks and open space functions. Lands in this category include playgrounds and facilities of surplused schools, particularly in areas with limited open space resources, and federal facilities including Fort Lawton, the West Point Lighthouse, the Naval Reserve Center at South Lake Union, the Alki Lighthouse, and the Sand Point Naval Station/NOAA.

Implementation Guideline 2: Funding for Ongoing Open Space Program

To provide for an open space system which meets the needs of future generations and to prevent the loss of key parcels for the open space system, the City shall establish a regular fund source for the acquisition of open space lands. Regular annual funding shall be assured for at least a 10 to 15 year period to ensure attainment of long-term open space goals. Initial funds shall be directed toward the acquisition of threatened lands. If necessary, these City-owned lands may remain undeveloped until improvement and maintenance funds are available. Funds shall also be used to ensure a timely response to unexpected opportunities to purchase open space; and to finance the improvement and development of new parks and the ongoing maintenance of the open space system.

Additional fund sources shall be identified, and through a public evaluation process, the most efficient and effective fund source(s) selected. Cost estimates shall be developed for the Open Space Program and, if feasible, this program shall be integrated into the annual Capital Improvement Program (CIP). Possible sources of funds

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for annual improvements through the CIP shall include but are not limited to: a) the general fund; b) an existing revenue source such as the real estate excise tax; and c) identifying new revenues such as a real estate excise surcharge, the Conservation Futures Tax, or SEPA mitigation funds. The City shall consider funding sources such as parks and open space levies and bond issues if the cost estimates indicate the need for such revenues. The Open Space Program may also be supplemented by non-City funds such as State and federal grants.

Implementation Guideline 3: Non-Purchase Options

Whenever feasible, the City shall seek to obtain land for open space at no cost.

A. Donations. The City shall develop a program to encourage private and public donations of land and funds to implement the Open Space Program. Options for solicitation of public lands shall include federal and State lands, utility corridors and railroad rights-of-way. Specific criteria for acceptance of donations shall be established, including: size of the property; location in relation to an area's needs; opportunities for parks and open spaces; estimate of costs for development and maintenance; and potential for linkages to other parks, public facilities or open spaces.

B. Land Trades. The City shall encourage trades of parcels of land where the public open space system will benefit from such trades. Key parcels which can be traded shall be identified and assembled as a property list or portfolio. These shall include land held by the Department of Parks and Recreation that is not appropriate for parks and recreation development.

C. Conservation Easements. The donation of conservation easements, which provide the donor with tax relief from federal and State taxes and from local property assessments, shall be encouraged in areas where such easements will result in the preservation of open space, public access to shorelines and maintenance of the continuity of urban trails. The City shall accept such easements and shall designate other agencies also empowered to accept conservation easements for the purpose of open space preservation. Where easements are accepted, they shall run in perpetuity and the City shall specify the features to be maintained and preserved on each site.

D. Major Public Projects. Major public projects, such as utility and transportation projects, shall be required to provide public open transportation projects, shall be required to provide public open space. Standards shall be developed to determine the minimum size and cost of projects that are required to provide public open

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space. The amount of public open space required shall depend on the size of the project, the open space needs of adjacent areas, and the opportunities provided by a particular project. Special attention shall be given to the proximity of a project to a designated target area, or to the city's urban trails system. This provision is intended to require the evaluation of the relationship between a proposed major facility and an area's open space needs and opportunities.

E. Open Space Taxation. In order to encourage the voluntary preservation of natural open space properties, undeveloped parcels designated as Greenbelt Overlay District on the City's Official Land Use Map shall be eligible for property tax assessment based on current use (RCW 84.34 and WAC 458-30). Under this program, property may be assessed for its value as open space rather than for its potential "highest and best use" under established zoning. The natural open space intended to be preserved under this policy should be primarily undeveloped areas of trees, streams, wooded ravines or other vegetated areas and is not meant to be only virgin forest or, conversely cultivated lawns, gardens or other similarly maintained areas. The Executive shall develop an estimate of the tax revenue impacts of this program.

[Note: Additional open spaces and natural areas may be added to this policy when mapped and adopted by the Council.]

Implementation Guideline 4: Open Space Public Development Authority

The City shall assess the feasibility and effectiveness of establishing an Open Space Public Development Authority (PDA) to raise funds, and to coordinate donations of land, property and easements and to facilitate land trades. In assessing the effectiveness of such an agency, the City shall consider the ability of a PDA to coordinate public and private donations, to respond promptly to special acquisition opportunities, and to dispose of assets that do not meet the objectives of the open space policies. The intent shall be to assess the most practical means of implementing the City Open Space Program to achieve the goals and objectives of the Open Space Policies.

POLICY 12: OPEN SPACE TARGET AREAS

In order to focus future public and private open space development efforts, open space target areas shall be designated. Target areas shall be selected to increase public enjoyment and preservation of the city's geographic and natural features -- its waters, vegetation, parks and its views. Target areas shall include two types of areas: 1) areas that provide a wide range of open space opportunities that

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are potentially accessible to a large segment of the population; and 2) areas where special natural, geographic or historic features such as stream courses, wooded hillsides and historic landscapes are concentrated. Additional target areas may be designated in the future.

POLICY 13: OPEN SPACE PLAN FOR LAKE UNION AND THE SHIP CANAL

To take advantage of Seattle's unique geographic features, a comprehensive open space plan shall be developed for Lake Union and the Lake Washington Ship Canal to increase public enjoyment of the waters, promote diverse activities along the shorelines, and enhance public vistas from surrounding areas. The plan shall capitalize on these urban waterways by providing visual, recreational and educational benefits to adjacent neighborhoods and to the people of Seattle, while protecting environmental resources and recognizing the importance of the mix of commercial, industrial, residential and recreational activities which establish the unique urban character of these shoreline areas.

Implementation Guideline 1: Locations for Open Space and Public Access

In order to provide an open space focus for surrounding areas, the City shall inventory and analyze existing open space facilities including parks, rights-of-way and existing public access sites, and shall work with adjacent communities to determine the most appropriate locations for additional open space amenities as part of the Open Space Plan for Lake Union and the Ship Canal.

Special attention shall be given to the maintenance of shorelines for the commercial and industrial uses which have established the "working waterfront" character of these areas. Solutions shall be sought to limit conflicts between existing uses and public open space activities. These solutions shall include design strategies as well as alternative locations for open space amenities. In addition to ensuring that open space activities are compatible with adjacent uses, the following criteria shall be used to evaluate sites for open space and access points within this target area:

A. Locations adjacent to or easily accessible from neighborhoods with population concentrations, such as densely developed residential neighborhoods, or commercial areas with large numbers of workers and pedestrian traffic.

B. Locations where open space opportunities are scarce, and where, due to the limited availability of land, future open space amenities are unlikely.

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C. Locations that provide views of or access to the shorelines, waterways and waterfront activities. In certain locations views of undeveloped areas and of shoreline activities shall be preferable to physical access, in order to preserve natural features or to avoid conflicts with existing commercial and industrial uses.

D. Locations that provide views of interest, such as points of historic or natural interest.

E. Locations that serve the recreational and educational needs of children.

Implementation Guideline 2: Compatibility with Adjacent Development

Street ends and waterways, improved or developed as open space amenities, shall be consistent with the Seattle Shoreline Master Program designation and with existing adjacent development. The intent shall be to recognize the important recreational, educational and economic benefits of the activities now located along Lake Union and the Ship Canal.

Implementation Guideline 3: Circulation

Special attention shall be given to enhancing circulation between the many and varied features within the open space plan, strengthening connections to adjacent neighborhoods and improving linkages to the city's wider open space resources.

A. Pedestrian Paths and Bikeways. In order to encourage non-motorized access and use of the open space amenities, the City shall develop a multi-use pathway or trail around Lake Union and the Ship Canal from Lake Washington to Puget Sound. New bikeways and pedestrian ways shall be integrated with existing ones. In certain locations, pedestrian paths shall traverse parks and mini-parks. In others, amenities within the right-of-way, such as sidewalks and improved landscaping, shall be developed to encourage pedestrian use. To recognize the needs of adjacent industrial and commercial uses, and to limit conflicts between pedestrians and bicyclists, and commercial and industrial traffic, paths and bikeways shall be along the shore in some cases, and away from the shore in others.

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B. Boulevards. In order to recognize the importance of rights-of-way as open space and as connectors among open spaces, streets leading to and along Lake Union and the Ship Canal may be designated as boulevards. The intent is to enhance the open space role these routes play for motorists, bicyclists and pedestrians, and to visually link existing and proposed features of the Open Space Plan for Lake Union and the Ship Canal. Streets where the boulevard designation would be consistent with this access plan are shown in Figure 9. The Open Space Concept Plan for Lake Union/Ship Canal.

C. Marine Recreation and Water Access. In order to provide for public enjoyment of these unique urban water resources, the City shall encourage marine recreational activities in appropriate areas of Lake Union and the Ship Canal. Facilities such as launch areas for small boats and canoes shall be located so as not to conflict with commercial navigation lanes or with marine industrial development.

D. Connections to Adjacent Neighborhoods. In order to provide good connections to facilitate pedestrian travel between adjacent communities and the shorelines, the City shall maintain and improve existing stairways between the Lake and surrounding neighborhoods. Connections shall also be sought between Lake Union and the Ship Canal and neighborhoods that are separated by the Interstate 5 freeway and Aurora Avenue North. Pedestrian crossings and/or connections shall be established with these neighborhoods at key locations where feasible.

E. Open Space Right-of-Way Corridors. In order to realize the open space potential of railroad rights-of-way that now encircle Lake Union and the Ship Canal, the City shall seek to acquire these rights-of-way in the event they are abandoned. These lands shall provide opportunities for linear parks, trails and other open space features proposed in the Open Space Plan for Lake Union and the Ship Canal.

Implementation Guideline 4: Street Vacations

In order to recognize the open space value of street ends, the open space plan shall identify the most appropriate and desirable open space locations to guide decisions on street vacations. Proposals to vacate waterfront street ends in both industrial and commercial areas

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along these shorelines shall be assessed for consistency with the open space plan, and shall involve a thorough evaluation of the open space potential of the street ends to be vacated and of the open space and waterfront public access opportunities in the area.

Implementation Guideline 5: Public Access in Private Developments

In order to provide open space locations that are larger and accessible to greater numbers of people, designed to the highest possible standards, and consistent with the goals and objectives of the open space policies and the Seattle Shoreline Master Program, public access required by the SSMP may be provided offsite. Alternate access may consist of improvement of an undeveloped street end or enlargement or improvement of an existing public access site. Standards shall be developed so that the public benefit gained from the alternate access site is at least comparable to that required under the SSMP provisions, and meets the goals of the Shoreline Master Program.

Implementation Guideline 6: Signage

In order to encourage increased use of the open space system around Lake Union and the Ship Canal, a coordinated sign system shall be used to denote public shore access, viewpoints, trails and bikeways. Signs shall denote mileage, connections and points of interest and shall be posted at highly visible locations on all appropriate open space features, including routes, trails and bikeways. A map with a brochure highlighting features and points of interest along the open space system shall be developed. Information boards may also be provided to interpret special environmental features and noteworthy historical events.

POLICY 14: OPEN SPACE PLAN FOR LESCHI

An open space plan for Leschi shall be developed to preserve and enhance the unique wooded character of the Leschi neighborhood, a natural resource in the midst of a developed urban area. The plan shall encourage maintenance of the area's natural landscaped character, protection of the steep slopes and other environmentally sensitive areas, and enhancement of the area's existing open space system.

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The plan shall consider use of a variety of open space tools and strategies to meet the intent of this policy, such as public improvements of public lands and rights-of-way, or a public involvement program to maintain and enhance the neighborhood's urban forest.

Implementation Guideline 1: Development of an Open Space Plan

The City, working with the Leschi community, shall develop an open space plan for the Leschi Target Area to implement the objectives of this policy. (See Figure 10 for a map of the target area.) The purpose of the open space plan shall be to preserve and enhance the area's unique character of urban development interspersed with an abundance of vegetation and open spaces and to encourage development that minimizes disturbance of the area's delicate environmental conditions. In order to meet the intent of this policy, the character to be maintained and improved shall include:

A. The system of undeveloped streets.

B. Scenic drives, winding streets, and Olmsted designed routes.

C. Landscaped parks and heavily wooded park land.

D. Steep slopes and other environmentally sensitive conditions.

E. The Dell.

F. The construction of houses which are sensitive to the natural setting.

Implementation Guideline 2: Natural Areas Designation

RESERVE

[Note: Proposed Policy 2, which has not yet been reviewed by Council, would establish a Natural Area Zoning Overlay throughout the City. Designation of Natural Areas (including within the Target Areas) will occur as part of that process. At that time, this implementation Guideline and associated mapping will be reviewed by the Council.]

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Implementation Guideline 3: Additional Open Space Tools and Strategies

The following open space tools and strategies may be incorporated into the plan:

A. Boulevards: Boulevards in Leschi are an important element of an open space plan. They provide open space, landscaping, and linkages among other open space elements such as parks, the playgrounds and the lake. Public improvements for the Olmsted Legacy Drive and Lakeside Avenue (proposed boulevard) may be identified to help improve or enhance their existing character.

B. Street Parks: Undeveloped street rights-of-way which provide community garden opportunities or pedestrian connections to Lake Washington and the small lakeside commercial area, to the parks, or to the ridge top shall be considered for street park designation and improvements. Some street ends along the Lake may also be appropriate for street park development.

C. Street Vacations: The open space plan for Leschi shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan.

D. Street Front Landscaping: Street front landscaping may be required for new development so that the development will blend with the natural street front character of the area. Such landscaping would be particularly important along the boulevard in order to preserve and enhance its unique character. Minimum required front yards may also be specified rather than permitting averaging of front yards as is permitted in the Land Use Code.

E. Acquisition Priorities: Key sites for acquisition may be identified. These sites could be acquired through donations, land trades, or outright purchase. Such sites shall include those that would improve the existing public trail system which links the various open spaces between Lake Washington and the ridge top, or allows public access to the Lake.

Implementation Guideline 4: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural resources in the target area shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program, establishing an urban forestry program to maintain existing trees, replant damaged, diseased or undesirable trees, add new trees and other vegetation, or conducting on-going maintenance of open space areas. A non-profit organization may be established to accept contributions toward such a maintenance program.

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The City shall also assist the community in providing public information relating to living and building in an environmentally sensitive area. Information may be provided for topics such as maintenance and preservation of vegetation and topographic conditions, code enforcement issues specifically geared toward development in environmentally sensitive areas, or actions to be taken when hazardous or illegal conditions/practices are observed.

POLICY 15: OPEN SPACE PLAN FOR LONGFELLOW CREEK

The City shall develop an open space plan for the Longfellow Creek area to preserve and enhance the natural creek system, an irreplaceable natural resource and unique recreational opportunity within the Delridge Valley. The purpose of the plan is to promote development and improvements that minimize disturbance of the creek system. Permitted development shall be sensitive to the creek, promote passive recreational use along portions of the creek, and contribute to the preservation of a natural landscaped corridor along the creek.

The open space plan for Longfellow Creek shall consider the use of a variety of open space tools, such as public improvements along public rights-of-way, in order to meet the intent of this policy.

Implementation Guideline 1: Development of an Open Space Plan

The City, in conjuction with the community surrounding the Creek, shall develop an open space plan for the Longfellow Creek target area to implement the objectives of this policy. (See Figure 11 for a map of the target area.) The purpose of the plan shall be to preserve and enhance the natural features of Longfellow Creek and allow for public access along certain portions of the creek. The characteristics which are important to preserve and enhance are the natural open channel with perennial flow, fish and water habitat, water quality and the natural landscaped setting along the banks of the creek. Permitted development shall minimize disturbance of the creek and its surrounding natural environment.

Implementation Guideline 2: Natural Areas Designation

RESERVE

[Note: Proposed Policy 2, which has not yet been reviewed by the Council, would establish a Natural Area zoning overlay throughout the City. Designation of Natural Areas (including within Target Areas) will occur as part of that process. At that time, this Implementation Guideline and associated mapping will be reviewed by the Council.]

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Implementation Guideline 3: Preservation of the Natural Creek System

In order to meet the intent of this policy, culverting of the creek shall not be allowed. Exceptions for vehicular access may be allowed only after careful consideration of alternative methods.

A. Alternatives to be Considered

1. Alternative access routes shall be explored to determine whether the property can be accessed without crossing the creek.

2. Modifications to the location of parking shall be considered to determine whether alternative parking locations could be allowed so vehicular crossing of the creek would not be necessary. Such modifications to the established development standards may be permitted in order to eliminate necessity of culverting the creek.

B. Conditions to be Met

If, after considering the above alternatives, it is determined that neither option is feasible, culverting of the creek may be allowed only under the following conditions:

1. The amount of culverting proposed is the minimum necessary for access.

2. The creek width is sufficient to maintain adequate hydraulic capacity to meet peak creek flow.

3. The proposed culverting includes adequate provisions to allow for fish migration in the creek.

4. Hydraulic project approval has been received from the State in accordance with the requirements of RCW 75.20.100.

Implementation Guideline 4: Additional Open Space Tools and Strategies

The following open space tools and strategies may be incorporated into the plan:

A. Street Parks. Undeveloped street rights-of-way which provide public access to the creek and provide connections with other open space resources in the area shall be considered for street park designation and improvements.

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B. Street Vacations. The open space plan for Longfellow Creek shall serve as a guide in evaluating street vacation requests within the target area. Open space considerations shall be emphasized as well as the right-of-way's relationship to the overall goals of the plan and intent of this policy.

C. Setback and Landscaping Standards. In order to help ensure the preservation of the creek and the natural vegetation along its banks, and to help protect proposed development from potential flooding, additional setbacks along the creek may be required.

Landscaping specifically along the creek banks may be required.

D. Utility Rights-of-Way. Utility rights-of-way shall be considered as potential opportunities for public access to the Creek and improvements along the Creek bank.

E. Acquisition Priorities. Key sites for acquisition may be identified in the plan. These sites could be acquired through donations, land trades or outright purchase. Such sites shall be those that allow public access to the creek, sites which could improve existing public access points, or areas suitable for development of a non-motorized trail system along portions of the creek.

Implementation Guideline 5: Community Involvement Program

Increased community participation in the preservation and maintenance of the natural creek system and the landscaped character of the creek banks shall be encouraged. The City shall provide technical assistance to help the community develop a neighborhood program to further the goals of the plan. For example, the neighborhood may be interested in developing a public education program relating to why it is important to maintain a quality natural creek system and how this goal can be obtained. A non-profit organization may be established to accept contribution toward maintenance of the creek and development of public access points along the creek.

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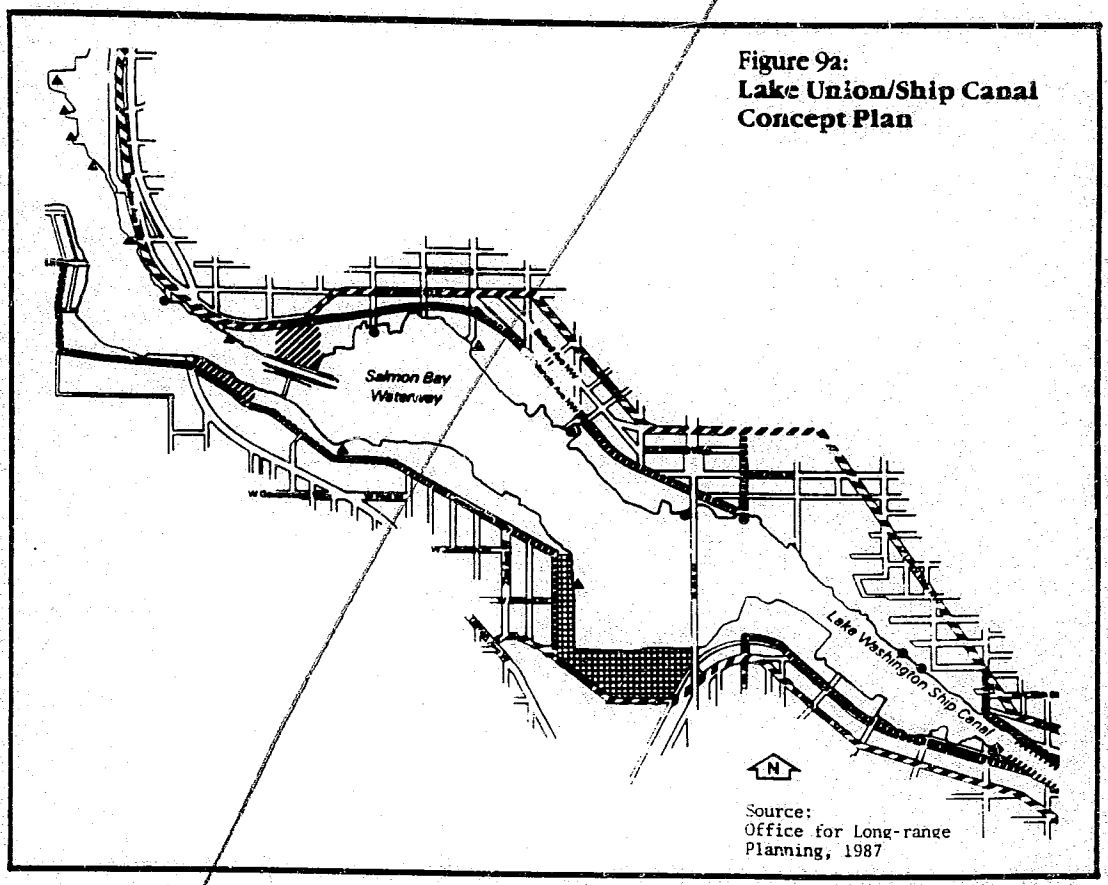

Figure 9a:
Lake Union/Ship Canal
Concept Plan

Source:
Office for Long-range
Planning, 1987

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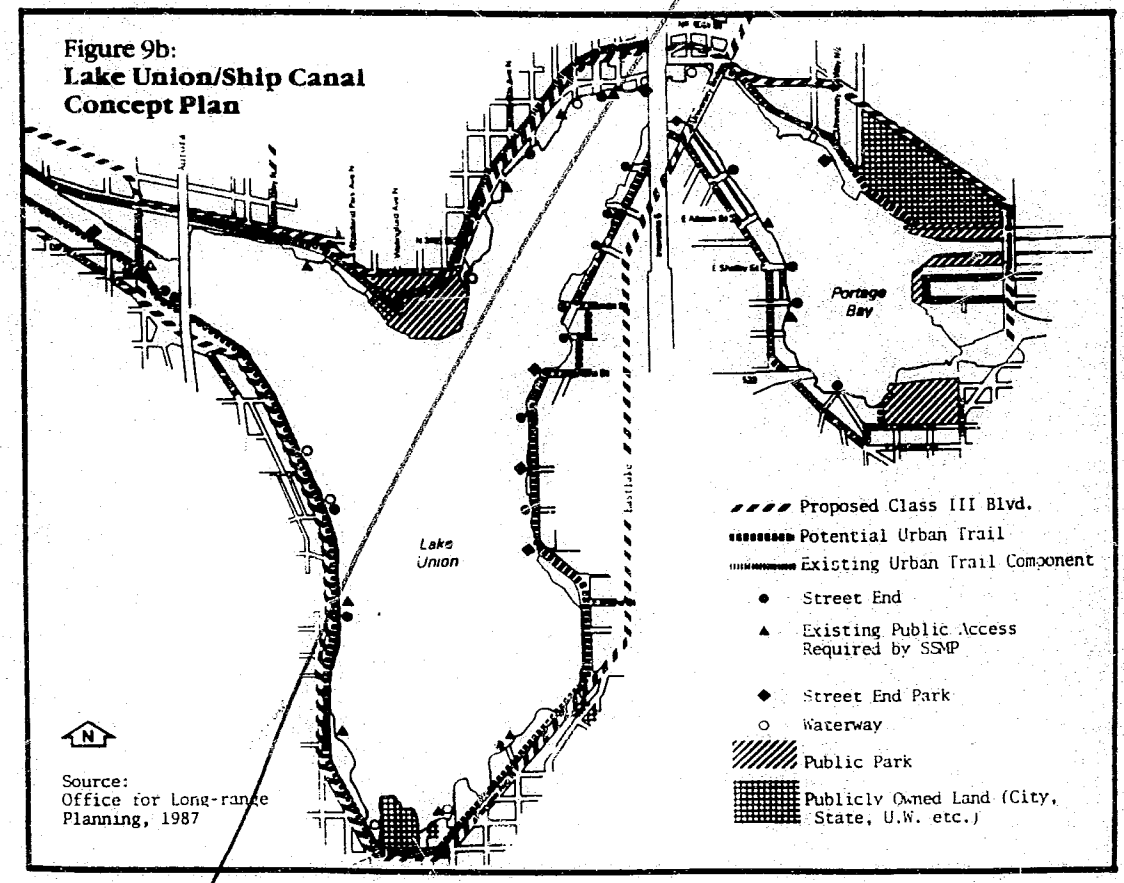

Figure 9b:
Lake Union/Ship Canal Concept Plan

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