

SUMMARY and FISCAL NOTE*

Department:	Dept. Contact/Phone:	CBO Contact/Phone:
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** Note that the Summary and Fiscal Note describes the version of the bill or resolution as introduced; final legislation including amendments may not be fully described.*

1. BILL SUMMARY

Legislation Title: AN ORDINANCE relating to City of Seattle right-of-way along the Central Waterfront; designating portions of Alaskan Way, Elliot Way, Railroad Way, and Union Street as park boulevards; repealing Ordinance 102696; authorizing the transfer of jurisdiction over portions of those right-of-way from the Seattle Department of Transportation to the Seattle Department of Parks and Recreation; and amending Appendices I and to II to Ordinance 117569 and Title 15 of the Seattle Municipal Code, and Section 11.16.125 of the Seattle Municipal Code.

Summary and background of the Legislation: The City of Seattle has been planning for changes to the Central Waterfront resulting from the Alaskan Way Viaduct Replacement Project and the Elliot Bay Seawall Replacement Project for nearly two decades. Two of the key features of the new Central Waterfront include a pedestrian promenade traveling adjacent to the piers and Elliot Bay (the “Waterfront Promenade”) and a pedestrian connection between the Pike Place Market and the Seattle Aquarium (the “Overlook Walk”). In August 2014, Seattle voters approved the creation of the Seattle Park District (“Park District”), and funds collected by the Park District to pay for operations and maintenance of Seattle parks, including an annual \$3.5 million (adjusted for inflation) budget dedicated to operations and maintenance of the Central Waterfront parks and public spaces. The City recognizes the need to identify and fund a robust operations and maintenance program that protects and enhances this investment and ensures new public spaces will be safe, well-maintained, and inviting to the public both in the short and long term.

This legislation will designate right-of-way along the Central Waterfront as park boulevards to facilitate the high level of maintenance and operation that has been anticipated throughout years of planning and will transfer jurisdiction over portions of the park boulevards to the Seattle Department of Parks and Recreation (“SPR”) for consistent maintenance, operation, and enforcement. The designation of right-of-way along the Central Waterfront as park boulevards will also further facilitate continued partnership with the Friends of the Waterfront, including Friends’ ability to program and activate the Waterfront Promenade and adjacent piers. The legislation proposes that the transfer of jurisdiction be authorized to occur in phases, as portions of the reconstructed waterfront are completed and clarifies that the Director of the Seattle Department of Transportation (“SDOT”) may close portions, or delegate the authority to close portions, of the waterfront park boulevards.

2. CAPITAL IMPROVEMENT PROGRAM

Does this legislation create, fund, or amend a CIP Project? ___ Yes X No

3. SUMMARY OF FINANCIAL IMPLICATIONS

Does this legislation amend the Adopted Budget? ___ Yes X No

Does the legislation have other financial impacts to the City of Seattle that are not reflected in the above, including direct or indirect, short-term or long-term costs?

This legislation does not have direct financial impact, however, it has an indirect impact in that it helps to ensure Park District funds are used to maintain facilities that have been designated to be under the Superintendent's authority.

Is there financial cost or other impacts of *not* implementing the legislation?

If this legislation is not approved, there is a possibility that use of Park District funding to maintain the area planned to be Park Boulevard could be determined to be an inappropriate use of funds. This could require the City to find other funding to meet its commitments to provide a high level of care to the facilities under agreements tied to the Waterfront LID.

4. OTHER IMPLICATIONS

a. Does this legislation affect any departments besides the originating department?

This legislation affects the Seattle Department of Transportation and Seattle Parks and Recreation.

b. Is a public hearing required for this legislation?

No.

c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?

No.

d. Does this legislation affect a piece of property?

Yes, this legislation affects right-of-way along the central waterfront. A map illustrating the property and its location are attached to this fiscal note as Attachment A.

e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?

A Race and Social Justice Initiative evaluation is attached to this fiscal note as Attachment B. This legislation is anticipated to benefit vulnerable or historically disadvantaged communities as well as the general public.

f. Climate Change Implications

1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a

This legislation is not anticipated to affect carbon emissions in a material way.

2. Resiliency: Will the action(s) proposed by this legislation increase or decrease Seattle's resiliency (or ability to adapt) to climate change in a material way? If so, explain. If it is likely to decrease resiliency in a material way, describe what will or could be done to mitigate the effects.

The designation of right-of-way as park boulevard and authorization to transfer jurisdiction to SPR would not directly increase or decrease Seattle's resiliency, but in conjunction with the construction of the new pedestrian, bike, and transit facilities, this legislation may increase Seattle's resiliency to climate change by moving some travel away from single-occupancy vehicles.

g. If this legislation includes a new initiative or a major programmatic expansion: What are the specific long-term and measurable goal(s) of the program? How will this legislation help achieve the program's desired goal(s).

This legislation does not include a new initiative or a major expansion an existing program; it is consistent with long-term plans for the redevelopment of the Central Waterfront.

List attachments/exhibits below:

Summary Attachment A – Waterfront Park Boulevards Boundaries Map

Summary Attachment B – RSJI Racial Equity Toolkit Assessment Memorandum



WATERFRONT PARKS BOULEVARDS BOUNDARIES

RSJI Racial Equity Toolkit Assessment Memorandum

Waterfront Seattle – Park Boulevard Designation Ordinance

The Office of the Waterfront and Civic Projects (OWCP) is proposing an ordinance to designate the reconfigured Alaskan Way, Waterfront Promenade, Overlook Walk, and other portions of right-of-way along the Central Waterfront as park boulevards, and to authorize the transfer of jurisdiction from the Seattle Department of Transportation (SDOT) to the Seattle Department of Parks and Recreation (SPR) over portions of the park boulevards for purposes of effective operation and maintenance. This proposed ordinance is intended to ensure continuous and effective management of the new waterfront under one consistent jurisdiction and provide clarity and flexibility for users.

Department: The Office of the Waterfront and Civic Projects (OWCP)/SDOT **Contact:** Tiffani Melake

Step 1: Outcomes

1a. What does OWCP define as the most important racially equitable community outcomes related to the issue?

The City's core goal with the new waterfront is to create a "Waterfront for All" - a public space that will be welcoming, safe and appealing to users from diverse backgrounds, ages and abilities. In order to do that, the new public spaces needs to be managed under one consistent model in terms of how maintenance and programming is made available, what code of conduct and rules are established, etc. The park boulevard designation allows for an operations and maintenance model that is applied equitably to all users. The park boulevard designation will also facilitate the partnership between SPR and Friends of Waterfront Seattle, which will provide a significant increase in diverse recreational and cultural programming, and higher level of maintenance. That partnership will make the park more safe, appealing, and accessible to the full range of communities in our city.

1b. Which racial equity opportunity area(s) will the issue primarily impact?

The City of Seattle, in partnership with the community, is working to eliminate racial disparities and create racial equity in seven areas, including: Education, Health, Community Development, Criminal Justice, Jobs, Housing, and the Environment. The park boulevard designation ordinance would primarily impact the environment and criminal justice.

1c. Impacts on contracting equity, workforce equity, immigrant and refugee access to services, or inclusive outreach and public engagement?

This proposal effects how park operations are done. Contracting equity and workforce equity are not directly related to the park boulevard designation ordinance, but the designation helps further our partnership with Friends of Waterfront Seattle. The City's partnership agreement with Friends includes workforce equity provisions and identifies Parks' union labor as the maintainers of the park boulevard and park facilities being constructed on the Waterfront. Strengthening our partnership will ensure these provisions can continue to be met. The proposal could also impact inclusive outreach and public engagement, since more people would be anticipated to visit the new waterfront and experience the diverse programing anticipated to be provided by Friends. Finally, the partnership with friends includes

provisions for outreach and enforcement to individuals experiencing crisis or homelessness. Strengthening the partnership helps ensure these services continue.

Step 2: Involve Stakeholders. Analyze Data.

2a. Are there impacts on geographic areas?

Yes. The primary impact will be to central Seattle, in the geographic area surrounding the streets proposed to be designated as park boulevards. Increased visitation and investment in that area may have ancillary impacts city-wide.

2b. What are the racial demographics of those living in the area or impacted by the issue?

Approximately 34% of the population within the census tract where the proposed park boulevards are proposed to be located are persons of color.

2c. How have you involved community members and stakeholders?

Planning for the new Central Waterfront has been ongoing for nearly 20 years and there has been extensive community and stakeholder involvement every step of the way, including dozens of public meetings and large-scale civic events that helped to shape the plan for improving the waterfront. The Office of the Waterfront and Civic Projects also engaged the community and stakeholders through a Central Waterfront Committee and the Central Waterfront Oversight Committee, both of which were established by the Mayor and City Council to advise the City in preparing the plans and operations for the Central Waterfront. All of this community involvement is based on a set of Guiding Principles that emphasize the importance of creating an open, inviting, democratic series of public places to serve the city and the region.

2d. What does data and your conversations with stakeholders tell you about existing racial inequities that influence people's lives and should be taken into consideration?

The proposed park boulevards are located in downtown Seattle, which is an area that is predominantly higher-income and less diverse than other parts of the City, but also has areas with a significant homeless population or other populations that are experiencing crisis. Based on conversations with stakeholders, accessing the Central Waterfront, including the proposed park boulevards, can be difficult for communities of color given the challenges of parking, etc. There is also a concern whether the programming and activities in the new park boulevards will appeal to move diverse communities.

In implementing rules/code of conduct for the newly designated park boulevards, the City can create one set of clear and consistent rules that everyone will be able to follow. The park boulevard allows for us to help persons experiencing crisis or homelessness, which can be seen at a higher rate for persons of color, with outreach services. Discussions involving the Central Waterfront Oversight Committee, Friends of Waterfront Seattle, and various other stakeholders have centered around diversity, inclusivity, and community engagement around programming. OWCP and Parks have incorporated, and will continue to incorporate and continually improve, provisions to address Public Benefit, Equity and Inclusion in all agreements related to future management of the Park Boulevard and the Waterfront overall.

2e. What are the root causes of factors creating these racial inequities?

Long-standing land use patterns – i.e. downtown population demographics and housing costs, lack of frequent reliable transit, perceptions of downtown being ‘for’ one population vis a vis another. The perception that the park boulevards will be primarily for the downtown population, which is predominately Caucasian with a higher median income.

Step 3: Determine Benefit and/or Burden

3. How will the policy, initiative, program, or budget issue increase or decrease racial equity? What are the unintended consequences? What benefits might result? Are the impacts aligned with your department’s community outcomes that were defined in Step 1?

The waterfront park boulevard ordinance is not anticipated to decrease racial equity and may increase racial equity by creating a new public space that is welcoming to all. In establishing the park boulevard, we are able to use our Parks/Friends model of operations and maintenance, which will support more diverse, inclusive programming to help attract communities of color to enjoy the new parks; it will also help us provide services and outreach to people and help eliminate the first response to enforcement, which can have biases towards persons of color.

Step 4: Advance Opportunity or Minimize Harm

4. How will you address the impacts (including consequences) on racial equity? What strategies address immediate impacts? What strategies address root causes of inequality? How will you partner with stakeholders for long term positive change? If impacts are not aligned with desired community outcomes, how will you re-align your work?

As stated earlier the pilot Operations and Management Agreement with Friends of Waterfront Seattle that was approved by Council includes Public Benefit, Equity and Inclusion provisions. In addition, OWCP is collaborating with Friends of Waterfront Seattle to create a park programming panel, which will help lead our work in community outreach and programming opportunities to all Seattle neighborhoods. Waterfront operations and maintenance staff will participate in RSJI led trainings to help reduce racial basis and unconscious racial profiling of park users.

Step 5: Evaluate. Raise Racial Awareness. Be Accountable.

5a. How will you evaluate and be accountable? How will you evaluate and report impacts on racial equity over time? What is your goal and timeline for eliminating racial inequity? How will you retain stakeholder participation and ensure internal and public accountability? How will you raise awareness about racial inequity related to this issue?

OWCP is developing a performance standard with the Central Waterfront Oversight Committee, which will include metrics on evaluating programming diversity, inclusivity, incidents, and surveys of park user experience. Friends of Waterfront Seattle will continue to work with the committee, as well as the city, on gathering data and annually report on that data. The data will help us consistently track our performance, not just on traditional maintenance metrics but also on who is being served by the new park, and how we are managing safety and security incidents and make needed changes over time.

5b. What is unresolved? What resources/partnerships do you need to make changes?

We will need to continue to assess any impacts using the Parks Code of Conduct and rules on equity for all users of the Waterfront Park Boulevard. Efforts are still needed to ensure we design new programming to appeal directly to the needs of diverse users – not our ideas of what those users would like. This requires an on-going commitment to repeated, in-depth working relationships with real people in community, in addition to organizations and individuals who claim to represent community.

[Step 6: Report Back](#)

OWCP, Friends and SPR will be reporting out on metrics gathered in relation to the park performance standard annually to the Mayor’s Office and City Council, as well as the general public and park users, including a report back on impacts on racial equity over time, retaining stakeholder participation, and what changes need to be made.