David Graves
DPR Steinbrueck Park RES
June 24, 2014
Version # 1

**CITY OF SEATTLE**

**RESOLUTION** 31558

A RESOLUTION related to the 2008 Parks and Green Spaces Levy and the Victor Steinbrueck Park improvement project; determining the project is needed and should proceed and authorizing the project design and public outreach process.

WHEREAS, the 2008 Parks and Green Spaces Levy identified $1.6 million to make improvements to public safety at Victor Steinbrueck Park including, but not limited to, improving sight lines into the park, renovating seating, renovating the former children's play area, improving and expanding lighting, and upgrading landscaping; and

WHEREAS, the 2008 Parks and Green Spaces Levy also required the Council to determine whether the project is needed after it has evaluated how well the removal of the automated public toilet, installation and operations of surveillance cameras, and increased policing address public safety issues in and around the Park; and

WHEREAS, The Department of Parks and Recreation evaluated the removal of the automated public toilet, installation and operations of surveillance cameras, and increased policing and provided the City Council with an evaluation report; and

WHEREAS, the Council has reviewed said evaluation; NOW, THEREFORE,

**BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT:**

Section 1. After reviewing the Parks Department's report (Attachment 1 to this resolution), the City Council determines that Victor Steinbrueck Park remains in need of improvements as envisioned in the 2008 Parks and Green Spaces Levy (2008 Levy) and authorizes the Superintendent of Parks and Recreation to begin the design and public outreach process for the 2008 Levy project.

Section 2. As outlined in the 2008 Levy, Seattle Parks and Recreation shall conduct a project design process with broad public outreach.

Adopted by the City Council the ____ day of _____, 2014, and signed by me in open session in authentication of its adoption this_____ day of _____, 2014.

_____

President _____of the City Council

THE MAYOR CONCURRING:

_____

Edward B. Murray, Mayor

Filed by me this ____ day of _____, 2014.

_____

Monica Martinez Simmons, City Clerk

(Seal)

Attachment 1: Report to City Councilmember Jean Godden regarding the Victor Steinbrueck 2008 Parks and Green Spaces Levy Project

SEATTLE PARKS AND RECREATION

**To:** **City Councilmember Jean Godden, Chair of Parks Committee**

**From:** **Christopher Williams, Acting Superintendent**

**Re:** **Victor Steinbrueck Park – Council review per 2008 Parks and Green Spaces Levy**

**Date:** **October 22, 2014**

## Levy Requirement

The 2008 Parks and Green Spaces Levy describes the $1.6 million project for improvements to Victor Steinbrueck Park as follows:

> Improvements to public safety including but not limited to improving sight lines into the park, renovating seating, renovating the former children's play area, improving and expanding lighting, and upgrading landscaping subject to the following:
>
> (1) The Council determines whether the project is needed after it has evaluated how well the removal of the automated public toilet, installation and operations of surveillance cameras, and increased policing address public safety issues in and around the Park.
>
> (2) If Council determines the project should proceed, the Department of Parks and Recreation will conduct a project design process with broad public outreach and submit a project design to the Council for its review and approval prior to appropriation of levy funds for construction.

## Background

The language for the 2008 Parks and Green Spaces Levy was drafted in 2007 and 2008. Since that time, the area has seen significant progress in ways that will benefit and fundamentally alter the use and character of Victor Steinbrueck Park:

- Removal of the Viaduct: The citizens of Seattle voted to move forward on a tunnel under the City to replace the Alaskan Way Viaduct. While the tunnel machine is currently stalled, the expectation is that the tunnel will be completed and the viaduct will be torn down in 2016 or 2017. The redesign of the waterfront associated with the removal of the viaduct is moving forward and design is currently at 30%. Removal of the Viaduct and the proposed connection between Victor Steinbrueck Park and the central waterfront promise more healthy use of the park.
- Development of the Market's PC-1 site: The PC-1 site, located immediately to the south of Victor Steinbrueck Park, is slated to be developed with a multi-story parking garage and mixed use building that will be an extension of the Pike Place Market. Development of the PC-1 site will provide a direct connection down to the Aquarium and the central waterfront via the Overlook Walk, a series of terraced ramps and gardens. The PC-1 site will also connect directly to the southwest corner of

Victor Steinbrueck Park, providing circulation and routes up to the market via the Desimone Bridge and down to the Aquarium that never existed before.

**Analysis**

The first condition of the Levy language calls for the Council to determine whether the project at Victor Steinbrueck Park is needed after reviewing three issues.

1. Removal of the automated public toilet: The Automated Public Toilets (APTs), including the one located on Western Avenue adjacent to Victor Steinbrueck Park, were removed from downtown Seattle in 2008 based on an evaluation prepared by Seattle Public Utilities and presented to the City Council as a response to at 2007 Statement of Legislative Intent. The SPU evaluation outlined the ongoing problems with the APTs including drug use and dealing, alcohol use and prostitution. It was determined that the nearby public restrooms in the Pike Place Market could serve approximately 11,903 people per day, including visitors to Victor Steinbrueck Park. The APT adjacent to Steinbrueck Park only added capacity of 118 – 171 users per day. Additional maintenance costs were expected at the Market and some additional human waste in the alleys and areas proximate to Steinbrueck Park without the APT. Removal of the APT has had little visible impact at Victor Steinbrueck Park. Seattle Parks and Recreation (Parks) crews clean up human waste and the Seattle Police Department (SPD) deals with drug and alcohol usage and drug dealing in and around the park; this has been an ongoing problem before, during and after the installation and subsequent removal of the APT.

2. Installation and operations of surveillance cameras: Surveillance cameras were proposed to be located in several downtown parks including Victor Steinbrueck Park and Cal Anderson Park on Capitol Hill. The cameras were only installed at Cal Anderson and they were only operational for a very limited time due to privacy concerns. No cameras were ever installed at Victor Steinbrueck Park.

3. Increased policing: Parks staff met with members of the SPD Community Police Team and the Foot and Mountain Bike Patrol Squad in early 2014. There continue to be ongoing problems at the park related to panhandling, drug usage and dealing, public intoxication and human waste. SPD tracks the calls they receive related to Victor Steinbrueck Park. In 2013 and through April 2014, they received 1,743 calls related to activities at the park or in the vicinity of the park. Calls were related to activities such as assault, public drunkenness, sale of narcotics and required a variety of responses. Some seasons of the year are worse than others and some times of the day are also more problematic. During the summer months when the weather is nice and the park is at its busiest, many of the problems recede and problem individuals may go elsewhere. As the usage by the general public recedes, less desirable uses increase. SPD has some ideas for improvements to the park and looks forward to working with Parks on improvements.

The park itself was constructed in 1984 on top of a parking garage. It is a City landmark and within the Pike Place Market Historic District. Any proposed changes would be subject to review by the Pike Place Market Historic Commission. Parks is sensitive to the historic context of the park and only wishes to move forward with a project that respects the historic character of the market and the original design intent of the park while being responsive to the direction in the levy to make improvements to the park that would benefit everyone. The park is in need of general maintenance, there are leak(s) in the waterproofing membrane which separates the parking garage from the park above, and the current circulation patterns do not correspond to the proposed improvements at the PC-1 site

**Recommendation and Proposal**

Parks recommends that the Council determine the Victor Steinbrueck 2008 Parks Levy project should proceed. The improvements described in the Levy language – improving sight lines, lighting, landscaping, renovating seating and the children's play area – will provide a needed upgrade to the park and will integrate well with the future improvements to the Market and central waterfront.

Parks is proposing a three-step approach to undertake the improvements identified in the levy:

(1) Undertake a condition assessment to determine the maintenance needs at the park;
(2) Convene a stakeholders' group to help guide the design process. The stakeholders' group could include a representative from the surrounding businesses, the native community, the Market, SPD, and surrounding residents. The first task of the stakeholders' group would be to craft guiding principles for any improvements to the park. They would then serve as a sounding board as the design process moves forward; and,
(3) Issue a Request for Qualifications (RFQ) and hire a designer to design improvements to the park as outlined in the levy which respond to the surrounding improvements while also being respectful of the original design intent and the historic character of the market. Parks would lead an open and transparent public process consistent with our public involvement policy. (More detail is provided in the attached appendix.)

**Appendix**

The following is additional detail related to the public process for the Victor Steinbrueck Park Levy project. Also included is a high-level budget for the design and improvements to the park. This budget is subject to change based on findings in the condition assessment and/or recommendations from the Pike Place Market Historical Commission.

**Public Process**

Parks has a Public Involvement Policy which guides our outreach in an effort to be as open, transparent and inclusive as possible. Victor Steinbrueck Park has a very diverse set of stakeholders. There are the surrounding businesses, restaurants and other commercial enterprises; there is the community of Native Americans who utilize the park; there is the Pike Place Market Historic Commission and the historic preservation advocates and finally, there is the general public which includes tourists, residents, and a large contingent of homeless people who utilize the park on a regular basis. Some of these stakeholders will be easier to engage in a design process and others are more diffuse. At this preliminary stage, outreach would work in parallel. There would be a stakeholders' group/project advisory team that would oversee the design process and assist with the outreach as noted above. There would also be targeted outreach to specific groups. All this would occur in advance of hiring a designer for any improvements to the park. The stakeholders' initial work and the targeted outreach would occur at the same time as the condition assessment was going on. The targeted outreach, stakeholders' work, and condition assessment would help define the scope for the design work.

The design work would begin with an RFQ for a design professional. Once hired, the designer would work with Parks staff and the stakeholders' group. Parks would lead a series of at least 3 meetings over six to nine months to get to a design for park improvements. There would also likely be some targeted outreach during this phase as well as presentation(s) to the Historic Commission. Once Parks has a design for the project, we would return to the City Council consistent with the Levy provision prior to commencing any construction activities. There would also be additional public outreach in advance of the actual construction to update people on the project and the construction schedule.

**Budget**

At this point, Parks staff has spent a very small amount on the project for background research, conversations with the Historic Commission and staff, coordination with SPD and meetings with architects Rich Haag and Peter Steinbrueck. The following is a high level outline of what the budget might look like for the overall project:

| Description | Amount |
|---|---|
| Planning (includes Stakeholders' Group and targeted outreach) | $20,000 |
| Design Process (includes condition assessment/feasibility study, staff and consultant) | $180,000 |
| Construction (includes staff and contractor) | $1,400,000 |
| | |
| **Total** | **$1,600,000** |

David Graves
DPR Steinbrueck Park FISC
June 24, 2014
Version # 1

Form revised: February 26, 2014

# FISCAL NOTE FOR NON-CAPITAL PROJECTS

| Department: | Contact Person/Phone: | CBO Analyst/Phone: |
|---|---|---|
| Parks and Recreation | David Graves/684-7048 | Forrest Longman/684-0331 |

**Legislation Title:**

A RESOLUTION related to the 2008 Parks and Green Spaces Levy and the Victor Steinbrueck Park improvement project; determining the project is needed and should proceed and authorizing the project design and public outreach process.

**Summary of the Legislation:**
The proposed Resolution gives City Council approval for Seattle Parks and Recreation (DPR) to proceed with the 2008 parks and Green Spaces Levy project at Victor Steinbrueck Park.

**Background:**
When the 2008 Levy was being developed the situation around Steinbrueck Park was fluid: a portable toilet had recently been removed and safety improvements, including the installation of cameras, were being contemplated. The Levy Ordinance directed the City Council to assess the need for the additional Levy-funded improvements in light of the changing circumstances, before the project could proceed. Based on privacy concerns, surveillance cameras were never installed, and Parks and the Seattle Police Department currently see the need for additional park upgrades that will increase safety and integrate well with the future improvements to the Pike Place Market and central waterfront. Upon receiving the Council's approval to proceed, Parks will initiate a public involvement and design process to consider the improvements described in the Levy: improved sight lines, lighting, landscaping, renovated seating and a children's play area.

__x__ **This legislation does not have any financial implications.**

**Other Implications:**

a) **Does the legislation have indirect financial implications, or long-term implications?**
No

b) **What is the financial cost of not implementing the legislation?**
If the safety improvements planned for in the 2008 Levy are not implemented, there potentially could be increased costs to Parks due to an increased need to patrol the Park.

c) **Does this legislation affect any departments besides the originating department?**
No

**d) What are the possible alternatives to the legislation that could achieve the same or similar objectives?**
There are none.

**e) Is a public hearing required for this legislation?**
No

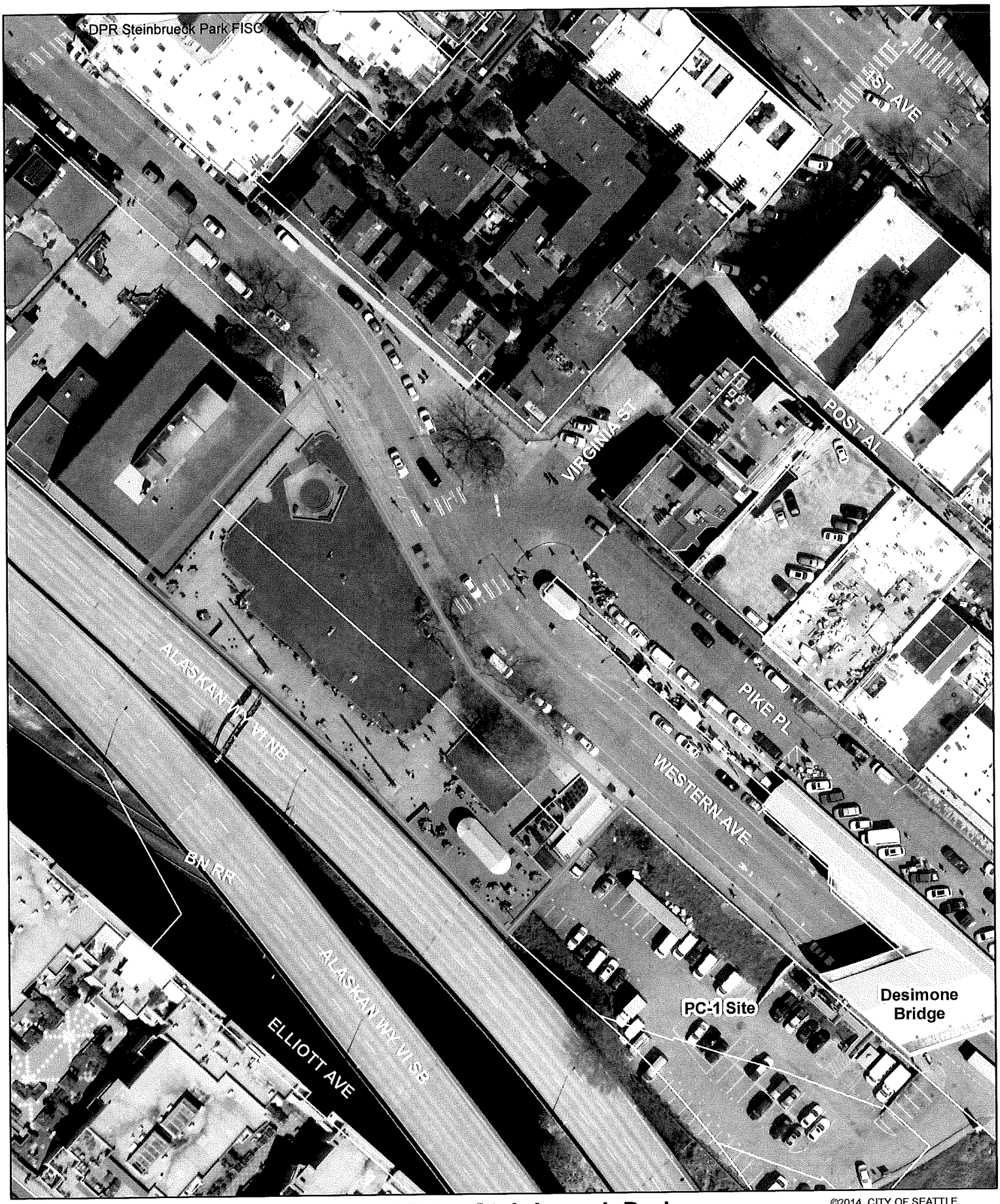
**f) Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**
No

**g) Does this legislation affect a piece of property?**
Yes, Victor Steinbrueck Park at the Pike Place Market

**h) Other Issues:**
None

**List attachments to the fiscal note below:**

Attachment A: Map of Victor Steinbrueck Park




# Victor Steinbrueck Park

SEATTLE PARKS AND RECREATION

Legend
- Steinbrueck Park
- Parcel Boundary

25 0 25 50 75
Feet
1 inch = 75 feet

N W E S

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No warranties of any sort, including accuracy, fitness or merchantability accompany this product.

Orthophoto source:
MapCon, Feb-March 2012
Map date: April 17, 2014

Document Path: V:\Project\CENTRAL\Victor Steinbrueck\Ortho (P-ansi a).mxd

**City of Seattle**
Edward B. Murray
Mayor

November 10, 2014

Honorable Tim Burgess
President
Seattle City Council
City Hall, 2nd Floor

Dear Council President Burgess:

I am pleased to transmit the attached Resolution directing Seattle Parks and Recreation to move forward with the 2008 Parks and Green Spaces Levy project at Victor Steinbrueck Park. The 2008 Levy ordinance requires City Council approval before the project may proceed.

When the 2008 Levy was being developed the situation around Steinbrueck Park was fluid: a portable toilet had recently been removed and safety improvements, including the installation of cameras, were being contemplated. The Levy ordinance directed the City Council to assess the need for the additional Levy-funded improvements in light of the changing circumstances, before the project could proceed. Based on privacy concerns, surveillance cameras were never installed, and Parks and the Seattle Police Department currently see the need for additional park upgrades that will increase safety and integrate well with the future improvements to the Pike Place Market and central waterfront. Upon receiving the Council's approval to proceed, Parks will initiate a public involvement and design process to consider the improvements described in the Levy: improved sight lines, lighting, landscaping, renovated seating and a children's play area.

Approval of the proposed Resolution will enable Parks to move forward with the public process and eventual construction of improvements at Victor Steinbrueck Park, enabling Parks to provide a better experience for the thousands of visitors to this iconic city park. Thank you for your consideration of this legislation. Should you have questions, please contact David Graves at 684-7048.

Sincerely,

Edward B. Murray
Mayor of Seattle

cc: Honorable Members of the Seattle City Council

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