



저작자표시-비영리-변경금지 2.0 대한민국

이용자는 아래의 조건을 따르는 경우에 한하여 자유롭게

- 이 저작물을 복제, 배포, 전송, 전시, 공연 및 방송할 수 있습니다.

다음과 같은 조건을 따라야 합니다:



저작자표시. 귀하는 원저작자를 표시하여야 합니다.



비영리. 귀하는 이 저작물을 영리 목적으로 이용할 수 없습니다.



변경금지. 귀하는 이 저작물을 개작, 변형 또는 가공할 수 없습니다.

- 귀하는, 이 저작물의 재이용이나 배포의 경우, 이 저작물에 적용된 이용허락조건을 명확하게 나타내어야 합니다.
- 저작권자로부터 별도의 허가를 받으면 이러한 조건들은 적용되지 않습니다.

저작권법에 따른 이용자의 권리는 위의 내용에 의하여 영향을 받지 않습니다.

이것은 [이용허락규약\(Legal Code\)](#)을 이해하기 쉽게 요약한 것입니다.

[Disclaimer](#)

공학석사학위논문

From Public Drive to Citizen Initiate:

Planning in Seattle's Pioneer Square Historic District from 1990s to 2010s

참여형 커뮤니티 계획의 정책지원 사례연구:

1990년대부터 2010년대 사이의
시애틀시 파이어니어 스퀘어 역사지구를 중심으로

2014년 8월

서울대학교 대학원

건축학과

고민정

Abstract

From Public Drive to Citizen Initiate

Planning in Seattle's Pioneer Square Historic District from 1990s to 2010s

Koh, Min Jeung

Advised by Prof. Park. So-Hyun

Master Dissertation

Department of Architecture

The Graduate School of

Seoul National University

Designation of historic district in urban core helps to conserve physical heritages of city but it does not help to preserve livability of community in the area. To solve social problems and to pursue better neighborhood, local governments have attempted various community development policies. Along increasing interest in public participation policies, this study focuses on participants, initiative, and components of public participated plans

The Pioneer Square Historic District in Seattle was designated as the first historic district in the city in 1970. The historic district has been

recognized as an exemplary historic districts in the United States. The City of Seattle has applied various programs and plans which influence the Pioneer Square Historic District in many ways. In 1990, Washington Stated Legislature enacted Growth Management Act and in the same year the City of Seattle created the Department of Neighborhood. With those two appliances, the Pioneer Square Planning Committee approved *Pioneer Square Neighborhood Plan 1998* and a decade later, in 2010, *Pioneer Square 2015: A Strategy for Seattle's First Neighborhood* was adopted. In this study application of these two plan in the Pioneer Square Historic District is compared and is analyzed. Documents from Seattle City Archive were reviewed with other literatures about the 1998 Plan and the 2015 Strategy as well as other community development policies and historic preservation policies.

From 1950s to 1980s, the Federal government led historic preservation and community development with abundant amount of funding. After the 1980s, autonomy of State and local governments grew and initiative changed from the federal to local.

Among various similarities between two plans, there are noticeable changes. First, the initiative stakeholder changes from government to

citizen. Both plans are known for bottom-up plan making process.

However, the 1998 plan was derived by the Growth Management Act and its derivative plans – King County Countywide Policies, Seattle Comprehensive Plans and others, so community members were ‘participated’ in the process not leading the plan. The 2015 Strategy was initiated by community organizations in the Pioneer Square Historic District. The members of organizations initiated the plan and proposed the plan to the City of Seattle. Second, the contents change from result focused to processes oriented. Components in the 1998 plan does not have much space for community to participate. Mostly the City government projects oriented. However, a big portion of contents of the 2015 Strategy is community meetings among them or with government agencies. Third, the portion of physical components is decreased while the non-physical components are increased. In the 1998, infrastructure and environment improvement projects, and maintenance related elements are the major issues. In 2015, the focus shifted to economy, marketing, image and neighborhoods. For the last, the relation among other programs and department are more emphasized and improved.

The significant of this study is traced changes in between two

neighborhood plans in Pioneer Square Historic District. Through this change, the change in value among people and growth of community power can be analogized. However, this study could not clearly identify reasons of these changes as well as evaluating two plans.

Keywords: Neighborhood Plan, Historic Preservation, Historic District, Community Development, Pioneer Square, Seattle

Student Number: 2012-20543

Table of Contents

List of Figures	iii
List of Tables.....	iv
CHAPTER 1: Introduction	1
1.1 Background.....	1
1.2 Goals and Objectives	3
1.3 Methods	3
1.4 Chapter Organization.....	5
CHAPTER 2: Literature Review	7
2.1 Historic Preservation.....	7
2.2 Community Development and Neighborhood Planning.....	13
2.3 Related Policies in Seattle.....	15
CHAPTER 3: Policies for Historic Preserivation in Seattle and Pioneer Square Historic District Designation (1950s to 1980s).....	18
3.1 Development of Historic Preservation Policies	18
3.2 Community Development Programs	21
3.3 Impacts on Local Planning	24
CHAPTER 4: Local Policies for Pioneer Square Historic District (1990s to 2010s)	28
4.1 Washington State Growth Management Act 1990	28
4.2 Development of Neighborhood Plans in Seattle.....	31
4.3 Pioneer Square Historic District Plans.....	36
4.4 Chapter Conclusion.....	51

CHAPTER 5: Research Analysis and Findings.....	55
5.1. From Public Drive to Citizen Initiate	55
5.2 From Product-Focused to Process Oriented	57
5.3 From Physical Issues to Economic and Marketing Issues	60
5.4 Integration in Local Neighborhood Planning	65
CHAPTER 6: Conclusion	72
Bibliography.....	76
APPENDIX 1: Neighborhood Matching Fund Projects in Pioneer Square neighborhood (1989-2013).....	79
APPENDIX 2: Pioneer Square 2015 Strategy projects list (2010-2013).....	82

List of Figures

Figure 1 Evolving Idea of Historic Preservation Subjects	7
Figure 2 Location of Washington State and Seattle (source: Wikipedia and revised)	25
Figure 3 Pioneer Square Historic District (source: Google earth and revised)	25
Figure 4 Components of a Sustainable Community (source: Seattle Planning Framework)	35
Figure 5 Urban Village in Seattle	37
Figure 6 Urban Center – Downtown composition	38
Figure 7 Positions of Pioneer Square in Urban Village strategy.....	39
Figure 8 A Wall painting in Pioneer Square	40
Figure 9 Pioneer Square Urban Village Map (source: Seattle Comprehensive Plan)	41
Figure 10 Critical Areas in Pioneer Square (source: 1998 Pioneer Square Neighborhood Plan).....	44
Figure 11 Evolving Neighborhood Planning Policies in Seattle.....	51
Figure 13 Change in tendencies of contents in plans	60
Figure 14 Change in tendencies of contents in plans	60
Figure 15 Character of applied Neighborhood Matching Fund projects in Pioneer Square.....	68
Figure 16 Contents of applied Neighborhood Matching Fund projects in Pioneer Square.....	68

List of Tables

Table 1 A Trend of International Principles in Historic Preservation.....	8
Table 2 Thesis on Historic Preservation	12
Table 3 Journal Article lists on Historic Preservation.....	12
Table 4 Reports and books on Historic Preservation	13
Table 5 Thesis on Community Development and Neighborhood Planning	15
Table 6 Journal Article Lists on Community Development and Neighborhood Planning.....	15
Table 7 Lists of Thesis about related Policies in Seattle.....	17
Table 8 Lists of Journal Article about related Policies in Seattle	17
Table 9 Lists of reports and books about related Policies in Seattle	17
Table 10 Development of Historical Preservation in Federal Laws	21
Table 11 Federal Laws and programs	23
Table 12 Pioneer Square and WA State Major Neighborhood Planning Policies Development.....	26
Table 13 Statistical Facts of Economy Condition in Pioneer Square (2003-2008)....	27
Table 14 Gross Receipts of International District, Capitol Hill and Pioneer Square .	27
Table 15 Contents about Pioneer Square in Seattle Comprehensive Plan	43
Table 16 Consensus among principles of the 1998 Plan and contents.....	47
Table 17 Key elements of planning policies	54
Table 18 Comparison of Contents in the 1998 Plan and the 2015 Strategy	62
Table 19 Number of Applied Neighborhood Matching Fund Projects in Pioneer Square.....	66
Table 20 The List of Projects that Used NMF in the Pioneer Square	67
Table 21 Connectedness of NMF, BIA, the 1998 Plan and the 2015 Strategy	70
Table 22 The Strategy 2015 received grants from OED	70

CHAPTER 1: INTRODUCTION

1.1 Background

In 1998 the Pioneer Square Planning Committee approved *Pioneer Square Neighborhood Plan 1998* to guide better management of the Pioneer Square Historic District into the next century, which further emphasized and applied the planning processes of bottom-up community involvement. A decade later, in 2010 the Pioneer Square Revitalization Committee adopted *Pioneer Square 2015: A Strategy for Seattle's First Neighborhood*, which succeeded and enhanced the 1998 Plan in terms of the participatory planning mechanism. While the two Plans were promoted by the similar community involvement processes, they also represented meaningful changes or evolutions of how different community involvement practices were practiced between the late 1990s and the 2010s. For example, the 1998 Plan was driven by the Seattle Comprehensive Plan, a municipal institution of the local Ordinance #117221, whereas the 2015 Strategy was initiated and implemented by the local community members, the Pioneer Square organizations. This change reflected the late 1990s' efforts of revitalizing the Pioneer Square in the modes of sustainable neighborhood planning. It can be represented as how Seattle confronted and resolve the new challenges of sustainable conservation at the time of 1990s, which was about 20 years after its initial

designation as a historic district in 1970.

Pioneer Square Historic District, the birthplace of Seattle, is recognized as one of the most exemplary historic districts in the United States.¹ Following the 1950s and the 1960s' national trends of downtown redevelopment, the City of Seattle also planned for the clearance and redevelopment of downtown. Against this plan, however, Pioneer Square survived, and got designated as the first historic district in Seattle in 1970.² Many studies have explained the initial designation processes of the 1970s and then the 1980s' activities, but not much studies have been conducted to explore what had happened since then, and especially the recent efforts of the 1990s and on have not been carefully investigated, in which the area's sustainable conservation issues flourished in more complex ways than before.

Objects and scopes of historic preservation have expanded vastly from conserving single monumental structures and groups of buildings to sustaining as well as revitalizing local communities within the historic districts.³ Accordingly, public plans for historic districts are required to accommodate not only the elements of physical environment, but also those of social environment.

1 "17S and the rebirth of Seattle," Seattle Times, 1998.01.02; Economics, Sustainability and Historic Preservation, Donovan Rypkema, 2004; "Saving Pioneer Square by teaching it some old tricks," crosscut.com, 2010.04.22; Swank, Heidi. "Preservation Mondays: #19 New Businesses in Historic Structures Have More Money for Employment & Expansion." Nevada Preservation Foundation, 28 Apr. 2014. Web.

2 Lee, Sohyun Park. From Redevelopment to Preservation: Downtown Planning in Postwar Seattle. Thesis. University of Washington, 2001

3 Avrami, Erica. "Heritage, Values, and Sustainability." Conservation: Principles, Dilemmas and Uncomfortable Truths. Amsterdam: Elsevier/Butterworth-Heinemann, 2009. 177-83

The Pioneer Square has been regarded as a historic district that successfully resolved these conditions and needs of the 1990s and on by accommodating diverse demands of various stakeholders of the community in effective local policies and plans that suited the area.⁴

1.2 Goals and Objectives

With this background, the goal of this study is to investigate, among various factors, the local policies and programs that helped the Pioneer Square neighborhood to maintain its successful reputation as a desirable historic district in the 1990s and 2010s. It is to trace and interpret evolved local efforts, which have been continued more than 20 years since its historic district designation in 1970.

The objective to draw the meanings of the shifts in making plans for sustainable conversion, which is done through exploring various municipal plans and initiatives raging from the Pioneer Square Neighborhood Plan 1998 and the Pioneer Square 2015.

1.3 Methods

This study is based on five major data sources. Those are from 1) literature reviews; 2) primary documents related to Pioneer Square

4 Economics, Sustainability and Historic Preservation, Donovan Rypkema, 2004; Older, Smaller, Better, National Trust for Historic Preservation, 2014; "17S and the rebirth of Seattle," Seattle Times, 1998.01.02; Economics, Sustainability and Historic Preservation, Donovan Rypkema, 2004; "Saving Pioneer Square by teaching it some old tricks," crosscut.com, 2010.04.22; Swank, Heidi. "Preservation Mondays: #19 New Businesses in Historic Structures Have More Money for Employment & Expansion." Nevada Preservation Foundation, 28 Apr. 2014. Web.

planning matter, archived in the Seattle Municipal Archive and the University of Washington Special Collections; 3) interviews of Seattle government officers and scholars of Seattle historic preservation; 4) site observation; and 5) observation of the Pioneer Square Preservation Board meeting.

Books, researches and theses were reviewed in order to clarify definitions of historic district, historic preservation, neighborhood planning and Seattle Policies. The documents include officially published materials as well as notes taken by staffs, records of mails and emails among governments' officers and some from citizens. These are relevant materials to trace development processes of policies along with prominent problems or conflicts. From the University of Washington Special Collection census data and published policy related materials were collected.

Background information, conspicuous changes in the Pioneer Square neighborhood, and recent research trends about the Pioneer Square neighborhood were collected through interviews with local scholars from the University of Washington. Seattle government officers gave information and their perspectives about development of policies current problems in the Pioneer Square neighborhood, policy operation processes, and communications between departments and the communities.⁵

5 Interview records are in the Urban Form and Conservation Lab, SNU.

From March 26th to April 11th, 2014, site observations were carried out in the Pioneer Square Historic District boundaries. Most observations took place between 10:00am to 11:30am and 4:00pm to 6:30pm. Street activities, the neighborhood conditions and implementation of some projects and programs were the main focuses of the observation.

The researcher attended two Pioneer Square Preservation Board meetings which are open to general public. The April 2nd meeting was a 45 minute long full board meeting and the April 9th meeting was an architecture board meeting that lasted over an hour. Since every physical implementation in the Pioneer Square Historic District has to go through the preservation board meetings include changes specified in the City plans and programs, it was significant to understand processes and roles of the board.

1.4 Chapter Organization

The organization of this study is as followed. Followed by Chapter 1 Introduction, Chapter 2 outlines the concepts and definitions of key words, such as historic preservation, neighborhood planning and Seattle policies. These are based on the literature review of books, researches and these. The historical development, concepts and roles of preservation, neighborhood planning and policies are discussed in this chapter.

Chapter 3 describes federal policies and programs in 1950s to 1980s which become foundation of local related polices. Chapter 4 presents an examination of the neighborhood planning in the Pioneer Square Historic District. Although the emphases are on the Pioneer Square Neighborhood Plan 1998 and the Pioneer Square 2015, other documents are also reviewed, which are influential, such as Growth Management Act, King County Countywide Policies, and Seattle Comprehensive. The connectedness among these plans is drawn in this chapter.

Chapter 5 examines the implementation of the two plans: the 1998 Plan and the 2015 Strategy. In this chapter, changes and developments occur in between two plans are organized, who initiate the plans, what are composition and processes, what are the issues, and relation with other policies are organized in this chapter.. For the last, chapter 6 provides the conclusion of this research, based on the prior chapters.

CHAPTER 2: LITERATURE REVIEW

Key words of the research are historic preservation, historic district, neighborhood planning, community development and Seattle policies, which can be categorized in three big groups of historic preservation, neighborhood planning and Seattle policies.

2.1 Historic Preservation

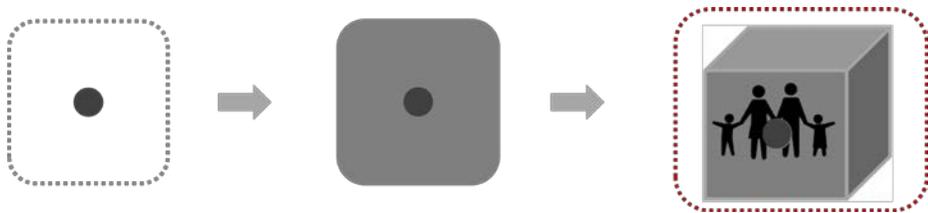


Figure 1 Evolving Idea of Historic Preservation Subjects

According to James Fitch (1990), the historic preservation movement has grown since the industrialization.⁶ Although small and private historic preservation movements took places in Europe and the North America, the foundation of International Council on Monuments and Sites (ICOMOS) in 1965 set to preservation work in earnest. ICOMOS was carried out by the Venice Charter (1964), which also expanded the scope of historic preservation from 'single monumental structures' to 'historic sites'.⁷ Types of buildings also have been diversified from symbolically or aesthetically significant structures to

6 Fitch, James Marston. *Historic Preservation: Curatorial Management of the Built World*. New York. University of Virginia Press. 1990. Ch.2

7 ICOMOS. *Venice Charter*. 1964. Article 14

ordinary, commercial or industrial structures (Jokilehto, 2009).⁸

These changes can be observed from the development of ICOMOS charters and declarations.

In 1987, *Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter 1987)* was adopted by ICOMOS in Washington D.C that acknowledged the significant of preserving historic urban areas in cities. Until the adaptation of the Washington Charter, there were the *Norms of Quito (1967)*, the *Declaration of Amsterdam (1975)*, the *European Charter of the Architectural Heritage (1975)*, and the *Tlaxcala Declaration (1982)*.

Table 1 A Trend of International Principles in Historic Preservation

1964	The Venice Charter Article 6 The conservation of a monument implies preserving a setting which is not out of scale. Wherever the traditional setting exists, it must be kept. No new construction, demolition or modification which would alter the relations of mass and color must be allowed. Article 14 The sites of monument must be the object of special care in order to safeguard their integrity and ensure that they are cleared and presented in a seemly manner. The work of conservation and restoration carried out in such places should be inspired by the principles set forth in the foregoing articles.
1967	Norms of Quito Likewise, it must be taken into account the possibility to encourage private enterprise through the establishment of tax exemptions for buildings restored with private capital within the regulations established by responsible agencies.
1975	The Declaration of Amsterdam The architectural heritage includes not only individual buildings of exceptional quality and their surrounds, but also all areas of towns or villages of historic or cultural interest.

⁸ Jokilehto, Jukka. "Conservation Principles in the International Context." *Conservation: Principles, Dilemmas and Uncomfortable Truths*. Amsterdam: Elsevier/Butterworth-Heinemann, 2009.

1975	<p>The European Charter of the Architectural Heritage</p> <p>The European architectural heritage consists not only of our most important monuments: it also includes the groups of lesser buildings in our old towns and characteristic villages in their natural or manmade settings.</p>
1982	<p>The Tlaxcala Declaration on the Revitalization of Small Settlements</p> <p>2a. They reaffirm that the conservation and rehabilitation of small settlements is a moral obligation and a responsibility for the government of each state and for the local authorities and that their communities have a right to share in the making of decisions on the conservation of their town or village and to take part directly in the work of carrying them out.</p>
1987	<p>The Washington Charter</p> <p>PRINCIPLES AND OBJECTIVES 3. The participation and the involvement of the residents are essential for the success of the conservation, program and should be encouraged. The conservation of historic towns and urban areas concerns their residents first of all.</p> <p>METHODS AND INSTRUMENTS 15. In order to encourage their participation and involvement, a general information program should be set up for all residents, beginning with children of school age.</p>

The trend of historic preservation has expanded to social elements like livability in historic sites from physically related elements. Ned Kaufman mentioned in his article of ICOMOS journal, “The promising area for conservation policy concerns intangible heritages. An urban community’s living connections to history and place are its most valuable heritage resources.” (Kaufman, 2011)⁹

Urban cores, in many times birth play of cities, especially downtown in cities always have been exposed to development pressure. To protect old streets and buildings in the area, some villages and urban cores are designated as historic districts. The importance of old

⁹ Kaufman, Ned. “When Cities Shrink: Redefining roles for Conservation, Development and Investment.” ICOMOS, Theme1 Session2, 2011. p.112

fabrics of cities are not limited to their historical, cultural or aesthetical values. Old fabrics in cities help the places economically and functionally. As Jane Jacobs described in her book, *The Death and Life of Great American Cities*, old buildings and small-scaled streets provide extraordinary experience to visitors and make the city healthier and more diversify (Jacobs, 1961). Although many scholars have believed her theory, there has not been good proof for it. However *Older, Smaller, Better*, a recently released report from the National Trust for Historic Preservation (NTHP) (2014) somewhat proved Jacob's theory of "Cities need old buildings so badly it is probably impossible for vigorous streets and districts to grow without them."¹⁰ According to the report, the NTHP collected data from downtowns of three cities – San Francisco, Seattle and Washington D.C – and findings are "retaining blocks of older, smaller, mixed-vintage buildings can help cities achieve sustainable development goals and foster great neighborhoods"¹¹ (NTHP, 2014). Out of seven findings presented in the report, six of them applied to Downtown Seattle.¹²

Numbers of scholars have studied why to preserve, how to preserve,

10 Jacobs, Jane. *The Death and Life of Great American Cities*. New York. 1961

11 National Trust for Historic Preservation. *Older, Smaller, Better*. 2014 p.3

12 Seven Finding in the NTHP report, *Older, Smaller, Better* (2014)

1. Older, mixed-use neighborhoods are more walkable.
2. Young people love old buildings.
3. Nightlife is most alive on streets with diverse range of building ages.
4. Older business districts provide affordable, flexible space for entrepreneurs from all backgrounds.
5. The creative economy thrives in older, mixed-use neighborhoods.
6. Older, smaller buildings provide space for a strong local economy.
7. Older commercial and mixed-use districts contain hidden density.

what to preserve, and by whom to preserve. Applied policies and governances are always have been interesting topics.

Since historic preservation as a kind of urban planning was a new idea in 1970s in the States, urban planners at that time could not know how to deal with the idea even some of them did not understand the needs of preservation. Eugenie Birch and Douglass Roby's article in 1984, analyzes the development of historic preservation in urban planning as well as how urban planners and preservationists compromise historic preservation. Because the early preservation policies were highly depended on Federal decisions, the article focuses on Federal policies and programs rather than local movements.

Dennis Gale (1991) analyzes economic impacts on properties after historic preservation designations, mainly in Washington D.C. His research gives alert after designation. Because of raise in property values and taxes, the designated neighborhoods are unable to continue on their everyday life. He admits the needs of designation and benefits of it, but as he suggest, historic preservation designation needs continuous attention.

Historic preservation studies in Korea are shorter than studies in the United States. Therefore many researches are about case studying the U.S, Western European countries or Japan. Dong-jin Kang's article (2002) is also case studied policies and definition of historic districts of the United Kingdom, the United States and Japan. He compared those

three countries with historic preservation policies and definition in Korea to suggest needs of expanding the boundaries of historic preservation as physically and culturally. Kim Ki-ho (2004) is on the same line of suggesting needs of expanding preservation boundaries. Jang ok-yeon (2003) is about how to improve communications after designation as historic districts.

Table 2 Thesis on Historic Preservation

Writer	Title	Contents
차미희(2008)	A Study on The Improvement of Management System for Historic Preservation in the Urban Area	Compared management systems for historic preservation in urban areas of three different countries – France, the U.S. and Japan – with the one in Korea.

Table 3 Journal Article lists on Historic Preservation

Writer	Title	Contents
Eugenie Birch; Douglass Roby (1984)	The planner and the Preservationist: An Uneasy Alliance	How the position of preservationists and planners has changed and how they became alliance. What are problems left to be solved?
Dennis Gale (1991)	The Impacts of Historic District Designation Planning and Policy Implications	Study economic impacts on historic district after designation and reasons. Go through any related policies like tax and go through case study of Washington D.C
Dong-jin Kang (2002)	The Guideline for the Extension and Establishment of Historic District's Concept in Korea	Suggesting the needs of more strict and well organized legislative support on historic districts.
Ok-yeon Jang (2003)	Historic Preservation Planning through Communication and Collaboration : The case study of Insa-dong district plan	From the urban planning point of view how to approach historic preservation and enhance communication with people in the neighborhood.
Ki-Ho Kim (2004)	도시역사환경보존	Suggesting improvement of preservation policies in order to protect much larger components of heritages.
Young-jo Kim (2007)	Land Use Regulation for Historic Preservation in the United States	History of historic preservation law in the United States and three historic preservation related cases from the Supreme Court.

Table 4 Reports and books on Historic Preservation

Writer	Title	Contents
National Trust for Historic Preservation – Preservation Green Lab	Older, Smaller, Better: Measuring how the character of buildings and blocks influences urban vitality	Based on J.Jacob’s theory of older and smaller urban fabric works and provide better and more active urban life to people. Looking at three cities – Seattle, Washington D.C. and San Francisco – testing the theory with statistical analysis

2.2 Community Development and Neighborhood Planning

Definition of neighborhoods varies, but according to William Rohe (2009), the basic idea of neighborhoods is subareas of towns and cities who share physical and/or social characteristics that distinguish them from the others. Neighborhood planning includes public, nonprofit organizations and private planning firms as participants and typical objectives are improving physical design and creating healthy communities as well as redevelopment or revitalization.¹³

Compare to the United States, Community Development in Korea is a relatively young field of study. Many of studies about community development and neighborhood planning in Korea are case studies since methods and policies are still on development.

Ryun-Jung Lee (2008) organized district kinds of citizen participation form into four types: Type A. media, mailing, exhibition and public notification. Type B. professional concerting and community meeting. Type C. public hearing and gatherings. Type D. surveys, community organizations, workshops and interviews. And

¹³ Rohe, William. "From Local to Global" Journal of American Planning Association, 2009. Vol.75 No.2 P.209-230

analyzed them by purpose of communication: public notification, public education, collecting public comments, building interaction, and forming partnership.

However according to Sherry Arnstein (1969)'s classification of eight levels of citizen participation and measuring the power of citizen participation in policies, forming partnership with the government is level six and requires more than forming community organization, workshop and interviews. According to Arnstein, level six partnership requires ability to negotiate with traditional power holders.

The history of citizen participation started from governments taking surveys to collect ideas or to pretend they are listening. Now, many policies requires direct public participations and more citizens participates actively, which can be observed from Young Hoon Mun (2012)'s thesis. The study analyzes applied policy of "Making Good Neighborhood Plan" in Korea with newly raising political science term "governance." Although the definition of "governance" is still on debate in the political science field, unlike top-down system of government, governance is more like cooperative and encourage participation, which has been developed through Community Development.

Paul Dommel (1985) and William Rohe (2009) organize development of Community Development. Because William Rohe's article is more recently published, it includes up to TOD, but both articles describe Urban Renewal, Model Cities and CDBG.

Table 5 Thesis on Community Development and Neighborhood Planning

Writer	Title	Contents
Ryun-Jung Lee (2008)	Citizen Participation Technique compliant with the role of citizen in Urban Planning	This study is based on interviews to study gaps of the idea 'citizen participation' in different groups: government staffs, scholars, professionals.
Stephanie R. Ryberg (2010)	Neighborhood Stabilization Through Historic Preservation: An analysis of Historic Preservation and Community Development in Cleveland, Providence, Houston and Seattle	Community development corporations (CDCs) use historic preservation and historic districts as tools to organize communities together.
Young Hoon Mun (2012)	Study on the Impact of Characteristics of governance in performance of community development policy	Case study of different governances and influence of governance in development and application of policies.

Table 6 Journal Article Lists on Community Development and Neighborhood Planning

Writer	Title	Contents
Sherry Arnstein (1969)	A Ladder of Citizen Participation	Different levels of citizen participation and how to improve citizen participation. The power of citizen participation.
Paul Dommel (1985)	Evolution of Community Development Policy	Adoption of CDBG and changes evolution of community development policies from it
William Rohe (2009)	From Local to Global: One hundred years of neighborhood planning	Discusses the six forms of neighborhood planning from Perry's to TOD.
Edward Goetz (2012)	The Transformation of Public housing Policy, 1985-2011	Trace the recent history of the public housing program to describe how and why this transformation has taken place.

2.3 Related Policies in Seattle

As known as the city of neighborhood, Seattle has very strong neighborhood voices for long time. Department of Neighborhood is the typical example of neighborhood oriented government positioning of Seattle.

Various studies are done about neighborhood planning policies in Seattle. Especially early development of neighborhood planning, and designation of historic districts with public movements were known for their reputation as outstanding models.

Sohyun Park Lee (2001) analyzed the designation of the Pioneer Square Historic District (1970) and Pike Place Market Historic District (1971) in Seattle. Change in social value among people in Seattle triggered citizen movements and designations of the historic districts. Because of destruction of old buildings and development plans by the City of Seattle, people realized value of historic sites and caused preservation movement in Seattle.

Many studies have done about policies in Seattle. Jolena Presti (2003) studied Business Improvement Area (BIA) program by the City of Seattle in Pioneer Square Historic District. The study traced influence of BIA program in Seattle. Naomi Uchida (2004) researched Neighborhood Matching Fund (NMF) in Seattle area. With humongous data of NMF, she categorized projects in neighborhoods in Seattle. Heather Hines (2007) introduced idea of Conservation Districts in Seattle compare to Historic Districts. Kadie Rose Bell (2008) analyzed NMF from view of social equity by organizing social status of different neighborhoods in Seattle and how did the NMF used in neighborhood. Boting Zhang (2011) traced design projects in Occidental Park which located in the Pioneer Square Historic District and how did communities use Seattle city agencies and city policies.

Seattle's planning policies are also interested in Korea. Won Gyu Lee (2009) Studied the Urban Village Strategy in Seattle Comprehensive Plan.

Table 7 Lists of Thesis about related Policies in Seattle

Writer	Title	Contents
Sohyun Park Lee (2001)	Conflicting elites and changing values: designing two historic districts in downtown Seattle	How did shift in perspective occurred between people and how did each elite groups involved in registering two historic districts in Seattle and changed initial city plan.
Jolena Presti (2003)	Neighborhood Business District Analysis: Pioneer Square Business Improvement Area, Seattle	It is a research about how do people feel about having businesses in Pioneer Square BIA. Through interviews and surveys, the research analyzed pros and cons of having businesses in the area.
Naomi Uchida (2004)	The Effectiveness of the Neighborhood Matching Fund on Community in Seattle	This study is about Neighborhood Matching Fund and how does it help to build community, and relationship among fund, cohesion and participation of community.
Heather B. Hines (2007)	Conservation Districts as a Preservation Tool: Responding to Seattle's Neighborhood Plans	Studying possibility of adapting conservation district into neighborhood planning in Seattle by looking at other cities cases.
Kadie Rose Bell (2008)	To What extent has the City of Seattle Achieved Distributional Equity within the Neighborhood Street Fund?	Analyzing relationship between Neighborhood Street Fund and equity. By tracing the usage and amount of funds used in neighborhoods in Seattle, statistic analyze amount used for minors.
Won Gyu Lee (2009)	A Study on the Urban Village Strategy as the Method for Sustainable Urban Regeneration in Seattle	Urban Village Strategy studies of what is the urban village strategy and how the City applied the policies
Boting Zhang (2011)	Occidental Square: How Community Power Structure Impacts a Park in Seattle's Pioneer Square Neighborhood	Understanding community power structure between community organization and developer in application of design and development of Occidental Square

Table 8 Lists of Journal Article about related Policies in Seattle

Writer	Title	Contents
Carmen Sirianni (2007)	Neighborhood Planning as Collaborative Democratic Design	The success of neighborhood planning and emergence of a collaborative governance culture among diverse stakeholders. Described and analyze an example of how local governments can function as civic enablers.

Table 9 Lists of reports and books about related Policies in Seattle

Writer	Title	Contents
Jim Diers (2007)	Seattle's Department of Neighborhoods; Enhancing Government Effectiveness by Empowering Communities	Illustrate how the neighborhood planning and neighborhood matching fund programs have empowered communities in Columbia City and Delridge in WA.

CHAPTER 3: POLICIES FOR HISTORIC PRESERVATION IN SEATTLE AND PIONEER SQUARE HISTORIC DISTRICT DESIGNATION (1950s to 1980s)

3.1 Development of Historic Preservation Policies

The idea of protecting historic treasures can be traced back to the enactment of Antiquities Act in 1906, which is intended for “..... the protection of objects of historic and scientific interest.” President gets authority to designate National Monument in federal properties. About twenty years later, Standard State Zoning Enabling Act 1924 was passed and in 1926, the Standard City Planning Enabling Act was published by the U.S. Department of Commerce. Zoning, still uses as the first hand tool for preservation by applying various restrictions in many cities.

However subjects of preservation were limited to monuments and environments until the enactment of Historic Sites Act in 1935 by the U.S. Congress, which expanded boundaries from single structure to historic sites, buildings and objects and clarified that historic preservation is duty of government. It also let the federal government right to survey all historic properties which placed out of the federal properties until then the federal government did not have a list for privately owned historic properties. The National Trust for Historic Preservation Act was signed in 1949 to “facilitate public participation

in the preservation of sites, buildings and objects of national significance or international interests.” The non-profit organization with identical name was found and the organization participate preservation on whole such as supporting, communicating, providing funds, revitalizing and re-habiting old buildings, purchasing and so on.

Early 1960s, federal laws were not sufficient enough to prevent large scale developments. Therefore many aesthetically and historically valuable structures were torn down and these kinds of destructions became a base for the National Historic Preservation Act (NHPA) which was passed by Congress in 1966 and made the federal government to responsible for historic preservation. According to the act, the preservation subjects are “irreplaceable heritage is in the public interest so that its vital legacy of cultural, education, aesthetic, inspirational, economic, and energy benefits will be maintained and enriched for future generations of Americans” and components are “districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture.” As described in the act, the NHPA includes districts as one of historic preservation components. The enactment of the NHPA, established three things. One is the National Register of historic Places 1967, the national listing of historic, architectural, archaeological, engineering, or cultural significant properties. Not all properties can be registered as national, so there are different levels: state or local. However the

national register listing does not restrict management of properties. The Pioneer Square Historic District is national registered historic district in 1970. The others are the Advisory Council on Historic Preservation (ACHP), the federal agency, and the State Historic Preservation Offices (SHPO) in 50 states. SHPO carries out the federal historic preservation programs and policies in states. They develop statewide historic preservation plan, survey communities to identify their cultural resources, maintain the National Registered properties, provide technical assistances, and others. In Washington State SHPO works with Washington State Department of Archaeology and Historic Preservation. ACHP is the federal panel appointed by the President, but the Washington State has Washington State Governor's Advisory Council on Historic Preservation. They are made up of seven panels of citizens with expertise and/or training in historic preservation and related fields. They meet three times each year in locations around the state. The National Register and two agencies help the federal government to perform more effective heritage protection.

Table 10 Development of Historical Preservation in Federal Laws

Year	U.S. Federal Government ACT
1906	- Antiquities Act
1924	- Standard State Zoning Enabling Act
1935	- Historic Sites Act (National Historic Landmark)
1949	- National trust for Historic Preservation Act
1964	
1966	- National Historic Preservation Act - Transportation Act
1967	- National Register of Historic Place
1969	- National Environmental Protection Act
1980	- National Main Street Program

3.2 Community Development Programs

Community development movement was started by the Housing Act that was enacted by the Federal government to demolish ‘slums’ in cities and villages and to redevelop them. After the World War II, developments of suburban area were common and it caused middle and high class residents to move out from the city to somewhere newer, cleaner and nicer that caused a numerous urban problems like regional and or racial segregation, poverty, dilapidated housings and so on (Rohe, 2009).

Although originated from the Housing Act 1943, the Urban Renewal Program of 1973 is well known by its name. According to William Rohe (2009), the program includes “(a) adopt housing and building codes; (b) develop comprehensive plans; (c) conduct neighborhood analyses; (d) develop an effective administrative capacity for local planning, (e) provide assistance to displaced households; (f) provide a means of

financing the workable program; and (g) involve and gain the support of citizen in designing urban revitalization projects.” These elements becomes foundation of future neighborhood plans. The idea of comprehensive plans connecting with neighborhood analyses becomes required processes. Key elements are use of federal funds and encouraging citizen involvement. Citizen participation was not a big issue in early 1970s, but from the Urban Renewal Program, citizen participation becomes like a mandatory element in policies.

Model Cities Program is sometimes referred as a community action program. In early 1960s, planners realized Urban Renewal Program is not able to solve housing and other social problems. “The model Cities Program provided grants to selected cities in two stages: first, to cover most of the costs of developing plans, and second, to implement those plans.” (Rohe, 2009)

The first Model Cities project in Seattle included diverse neighborhoods where were mainly Central Seattle with Pioneer Square and International District to the west and Capitol Hill to the north. This selected boundary of the project included diverse races and social classes, and ultimately constituted an early model of sustainable planning (Sanders, 2010).¹⁴

¹⁴ Sanders, Jeffrey C. Seattle & the Roots of Urban Sustainability, Pittsburgh, PA: U of Pittsburgh, 2010, 78-80

Table 11 Federal Laws and programs

Year	Federal Government ACT	Federal Government Program
1949		- Urban Renewal Program
1964	- Economic Opportunity Act	- Community Action Program
1965	- Department of Housing and Urban Development	
1966		- Model Cities Program (until 1974)
1974		-Community Development Block Grant
1977		- Urban Development Action Grants
1979		-Neighborhood Self-Help Development Program (1981)
1983	- Housing and Urban-Rural Recovery Act	- Housing Development Action Grant - Rental Rehabilitation programs - The Neighborhood Development Demonstration program
1988	- Housing and Community Development Act	
2008	- Housing and Economic Recovery Act	- Neighborhood Stabilization Program Grants (under CDBG)

The Community Development Block Grant is still used by the U.S. Department of Housing and Urban Development (HUD) to provide affordable housings, anti-poverty programs and infrastructure development. It is the longest community development program operated by the Federal government although it has been changed many times. The significant of the program is this program allow to fund citizen and local organization plans. Compare to the Model Cities Program and the Urban Renewal Program, the CDBG is a bottom-up process oriented with broad scope of supporting lower – or moderate

citizens.¹⁵

3.3 Impacts on Local Planning

Pioneer Square, the birth place of Seattle, was once the most active commercial area in the city. However, as the many other downtown in American cities, Pioneer Square went into decline with development of surrounding area. In May 1970, the Seattle City Council passed Ordinance #98852 establishing the National Historic District. As described in Sohyun Park (2001), citizen initiative was the driving force of the historic district's establishment.

To regain its former status as outstanding residential and commercial area of Seattle, Pioneer Square established the 1974 Pioneer Historic District Plan. The plan proposed actions for public spaces, housing and commercial development and the City invested millions. In 1991, the Pioneer Square Plan Update was published and became exemplary of many other communities and the City because the establishment of the 1994 Seattle Comprehensive Plan made thirty seven Urban Village neighborhoods to establish their own neighborhood plan. The Pioneer Square adapted 1991 Plan Update to set up the 1998 Pioneer Square Neighborhood Plan.

¹⁵ "CDBG Expenditure Reports," U.S. Department of Housing and Urban Development, 2012

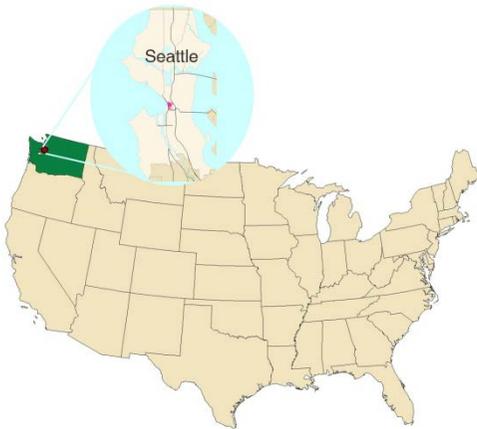


Figure 2 Location of Washington State and Seattle (source: Wikipedia and revised)



Figure 3 Pioneer Square Historic District (source: Google earth and revised)

The City of Seattle has designated six regional growth centers – Downtown, First Hill/Capitol Hill, Northgate, South Lake Union, Uptown Queen Anne, and the University Community. The Downtown center includes historic area like the Pioneer Square Historic District, the International District and the Pike Place Market, the oldest part of the city. Especially, Pioneer Square and the Chinatown International District are composed of brick and masonry buildings of 3 to 6 stories that developed in the late 19th and early 20th centuries. Small blocks and street networks, and mixed uses with typically retails at ground level and office and residential uses in upper stories are characteristics of both districts (City of Seattle Web, 2014).

Table 12 Pioneer Square and WA State Major Neighborhood Planning Policies
Development

Year	WA State Government and Seattle	Pioneer Square
1964	- Monson Plan	
1970		- The Pioneer Square Historic District Ordinance - Historic District Boards (pioneer square)
1973	- Landmarks Preservation Boards	
1974		- 1974 Pioneer Historic District Plan
1982	- Community Redevelopment Financing Act	
1987	- Citizen's Alternative Plan (until 2006)	
1988	- Office of Neighborhood	
1989	- Neighborhood Matching Fund	
1990	- Department of Neighborhood - Growth Management Act	
1991		- 1991 Pioneer Square Plan Update
1994	- The Comprehensive Plan, 1994 - Design Review Board	
1998	- The Neighborhood Planning Office	- Pioneer Square Neighborhood Plan 1998
2001	- Tax Increment Financing Act	
2004	- The Comprehensive Plan, 2004	
2006	- Sustainable Seattle	
2009		- Pioneer Square 2015 (Revitalization strategy)
2014		- Pioneer Square 2020 (on process)

In 2010, the longtime neighborhood anchor store, Eliot Bay Books moved out from Pioneer Square and series of presses (Jones, 2010) called out for economic downturn of Pioneer Square¹⁶. However,

¹⁶ Jones, Jeanne, and Eric Engleman. "Bookshop's Exit Leaves Pioneer Square Looking for Hope." Puget Sound Business Journal. N.p., 18 Mar. 2010. Web

statistical facts surveyed by Donovan Rypkema in December 2009 with the Office of Economic Development (OED) were different¹⁷. The data was provided by the OED from 2003 to 2008. Two sections were compared; one is gross domestic product (or gross state product for state and gross receipts for Pioneer Square) and the other is retailing.

Table 13 Statistical Facts of Economy Condition in Pioneer Square (2003-2008)

	U.S. Domestic	WA State	Pioneer Square
Gross (Domestic/ State) Product	30.1 %	34.0%	125.9%
Retail Sales	21.3%	N/A	124.8%

(Source: Pioneer Square: Perceptions, Realities, Strategies)

Pioneer Square also showed outperforming results compare with other neighborhoods around the area: Chinatown/International District and the Capitol Hill.

Table 14 Gross Receipts¹⁸ of International District, Capitol Hill and Pioneer Square

	Chinatown/International District	Capitol Hill	Pioneer Square
Gross Receipts	35.1%	57.2%	125.9%

(Source: Pioneer Square: Perceptions, Realities, Strategies)

17 Donovan Rypkema is the principal of PlaceEconomics who conducted 4 day technical assistance visit to the commercial district of Pioneer Square under contract with Office of Economic Development from December 13-16, 2009.

18 The Gross Receipts data is organized through the use of the North American Industry Classification System (NAICS)

CHAPTER 4: LOCAL POLICIES FOR PIONEER SQUARE HISTORIC DISTRICT (1990s to 2010s)

4.1 Washington State Growth Management Act 1990¹⁹

In 1990, Washington State Legislature enacted Growth Management Act (GMA) to prevent careless development and unplanned growth that possibly provoke threats to environment, economic development and quality of life in the state. Rather than asking for centralized planning and controlling at the state level, the GMA built strong base for local governments to enhance diversity and regional characteristics. The GMA established state goals and planning guidelines for counties and cities for their comprehensive plan while requiring public participation during procedure of establishing comprehensive plan.

Owe to King County Countywide Planning Policies (CPP) in 1991 and Seattle Comprehensive Plan in 1994, neighborhoods plans were established among 38 neighborhoods in Seattle. Although Seattle is known for a city of neighborhoods, involvement of residents opened a new stage of neighborhood based plans.

The Washington State Growth Management Act (GMA) was adopted in 1990 by the Legislature and has been updated since then.

¹⁹ Washington State Department of Commerce, Growth Management Act and Related Laws 2013 RCW Update was used for this section (4.1).

The significant of the GMA is that the act encourages the protection and conservation of Washington’s cultural and historic resources, communities’ character and quality of life.

One of the important roles of the GMA is, it prepares and implements comprehensive plans for selected counties and cities under chapter 36.70A RCW. According to 36.70A.020, GMA sets 13 goals for the comprehensive plans: (1) urban growth, (2) reduce sprawl, (3) transportation, (4) housing, (5) economic development, (6) property rights, (7) permits, (8) natural resource industries, (9) open space and recreation, (10) environment, (11) citizen participation and coordination, (12) public facilities and services, and (13) historic preservation. The subject matter of historic preservation is to “Identify and encourage the preservation of lands, sites and structures, that have historical or archaeological significance.” According to the sentence, framed targets are not only structures, but more broad and inclusive lands and sites.

In the goals, citizen participation is described to “Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.” Specifying citizen participation as a one of goals is noteworthy, but GMA contains more sections about

- | |
|--|
| <p><u>8 Mandatory Elements for Comprehensive Plans that Classified by GMA</u></p> <ol style="list-style-type: none">1. Land Use2. Housing3. Capital Facilities Plan4. Utilities5. Rural6. Transportation7. Economic Development8. Park and Recreation |
|--|

public participation: 36.70A.035 Public Participation-Notice provisions and 36.70A.140 Comprehensive plans-Ensure public participation. The section 035 does not include restrictions or recommendations about how to encourage public participation or how to organize meetings, but describe possible stakeholders – property owners, and other affected and interested individuals, tribes, government agencies, businesses, school districts and organizations – and notice provisions – posting, publishing, and placing. The other section 140 is for the continuous public participation in procedures of developing comprehensive plans, which include opportunity for written comments, public meeting after effective notice, provision for open discussion, communication programs, information services and consideration of and response to public comments. Eight mandatory elements are classified in 36.70A.070 for comprehensive plans which are land use, housing, capital facilities plan, utilities, rural, transportation, economic development, and park and recreation. Conservation, solar energy and recreation are considered as optional among other open elements.

According to the Washington State government report, *Historic Preservation: a Tool for Managing Growth*, historic preservation plans were “stand alone” prior to adaption of GMA, which mean it work separate from local comprehensive plan. The reports give four advantages of including Historic Preservation elements within the

comprehensive plan. First, the historic preservation plan responds directly to the GMA goal (goal 13). Second, the linkages and overlaps of historic preservation with other planning elements are acknowledged. Third, within the comprehensive plan, consistency among policies is fostered. Fourth, it helps other planning policies to recognize status and visibility of preservation goals and policies. Incorporating historic preservation elements help to correlate and directly tie policies, goals and other objectives with other plans and make more efficient implementation of comprehensive plan by maximizing consistency while minimizing conflicting policies.

4.2 Development of Neighborhood Plans in Seattle

A. King County Countywide Planning Policies (CPP)²⁰

The Growth Management Planning Council was formed in late 1991 under King County Council in order to develop the recommended Countywide Planning Policies by the Growth Management Act. In July 1992, the King County Council adopted the Countywide Planning Policies, so called phase I, and the phase II was adopted in 1994. The Countywide Planning Policies has been composed of issues required by the GMA.

The King County and three other counties (Kitsap, Pierce and

²⁰ King County, King County Countywide Planning Policies, update 2010 December was cited in this section (4.2.A)

8 Issues in King County

Countywide Planning

Policies

1. Land Use (Rural/ Urban)
2. Transportation
3. Community Character and Open Space
4. Affordable Housing
5. Contiguous Development (infrastructures)
6. Capital Facilities
7. Economic Development
8. Regional Finance and Governance

Snohomish) along the Puget Sound formed the Puget Sound Regional Council and came up with Vision 2040, the regional growth strategy. To ensure the consistency among Vision 2040, the Growth Management Act, the King County updated the CPP in 2012 with the Growth Management Planning Council. In the CPP 2012 includes three new policy areas: climate change, healthy communities and

social equity.

Under Development Pattern, there is a subsection about Urban Design and Historic Preservation. The CPP recommend to “encourage land use patterns and to adopt regulations that protect historic resources and sustain historic community character. (DP-40)”

B. Seattle Comprehensive Plan²¹

With the enactment of the GMA, the city of Seattle adopted the Comprehensive Plan on July 25, 1994, by Ordinance 117221. It was the 20-year policy plan (1994-2014) entitles *Toward a Sustainable Seattle*. The City of Seattle is working on the Comprehensive Plan 2035 right now, but on this study only the Comprehensive Plan of 1994-2014 is

²¹ City of Seattle, Seattle Comprehensive Plan, 1994 is reviewed and cited in section (4.2.B.)

included. The initial frame work of the Plan followed required elements on the GMA as well as King County’s Countywide Planning Policies.

The Plan sets four core values: community, environment stewardship, economic opportunity and security, and social equity. The City believed these four values will help to build “sustainable Seattle” for twenty years. The first value, community, is commonly shared sense among Seattleites. Not only residents, but business people, all experience strong sense of belonging to a community. Therefore community within neighborhoods became a key value of the Comprehensive Plan. To grow and change Seattle in 20 years, the Plan sets out six things to do: neighborhood planning, coordination with other jurisdictions, regulations, a strategic investment strategy, monitoring and evaluation, and citizen participation.

- | |
|--|
| <p><u>11 Elements applied in
Seattle Comprehensive Plan</u></p> <ol style="list-style-type: none">1. Urban Village2. Land Use3. Transportation4. Housing5. Capital Facilities6. Utilities7. Economic Development8. Neighborhood Planning9. Human Development10. Cultural Resource11. Environment |
|--|

Although historic preservation does not have an assigned section in the Comprehensive Plan, it is incorporated into the Cultural Resource element. The Cultural Resource element is made up of four sub-sections: community, civic identity, learning and creative expression. Historic preservation is discussed in community and civic identity sections.

C. Seattle Planning Framework²²

The City of Seattle Planning

Framework is established in order to provide a guide to all plans and policy documents with consistent implementation among multiple departments and projects. The Framework is based on the Seattle Comprehensive Plan to help to articulate various citywide government strategies. Four core values and four related key strategies are described in the framework. Four core values are 1) community, 2) Environmental Stewardship, 3) Economic Opportunity and Security and 4) Social Equity, and four strategies are 1) Race and Social justice initiative, 2) The Urban Village Strategy, 3) A City for Families and 4) Sustainable Communities.

4 Core Values of Planning Framework

1. Community
2. Environmental Stewardship
3. Economic Opportunity and Security
4. Social Equity

Four core values are the fundamental principles to guide plans as well as the measure of success or failure of them. The values community is emphasized to develop connection between people and help them to find common goals which eventually tie them back to places. Protecting and improving environment relates to quality of life as well as health of people and natural resources for future generations. Economic Opportunity and Security is to provide and to help people to achieve basic needs for food, shelter, health care and education. The

²² City of Seattle, Seattle Planning Framework is reviewed and cited in this section (4.3.C.)

government will help to generate these resources. The Last value, Social Equity is give fair chance among all members in the community that include race, color, age, gender, marital status, sexual orientation, political ideology, creed, religion, ancestry, national origin or any disabilities. The key strategies are organized to help to achieve these four values.



Figure 4 Components of a Sustainable Community (source: Seattle Planning Framework)

4.3 Pioneer Square Historic District Plans

A. Seattle Comprehensive Plan – Pioneer Square²³

Although the most of contents in the Seattle Comprehensive Plan are general description of the city wide plan, some neighborhoods are specifically mentioned in few categories if the elements are significant to the neighborhoods. In case of Pioneer Square, five elements out of eleven elements directly referred the neighborhood, which are urban village element, housing element, economic development element, neighborhood planning element, and cultural resource element.

Urban Village is composed of four categories by density and characteristic of neighborhoods: Urban Center, Hub Urban Village, Residential Urban Village, and Manufacturing/Industrial Center. As shown in the Figure 6 with Red Outline, downtown is defined as Urban Center. Each urban village has different goals and policies. Urban Center is area of employment and housing exist together densely, so the goal is to encourage housing development to achieve ratios of jobs per household as 4.2 by 2024 in Central area.

²³ City of Seattle, "Sustainable Seattle", *Seattle Comprehensive Plan*. 1994

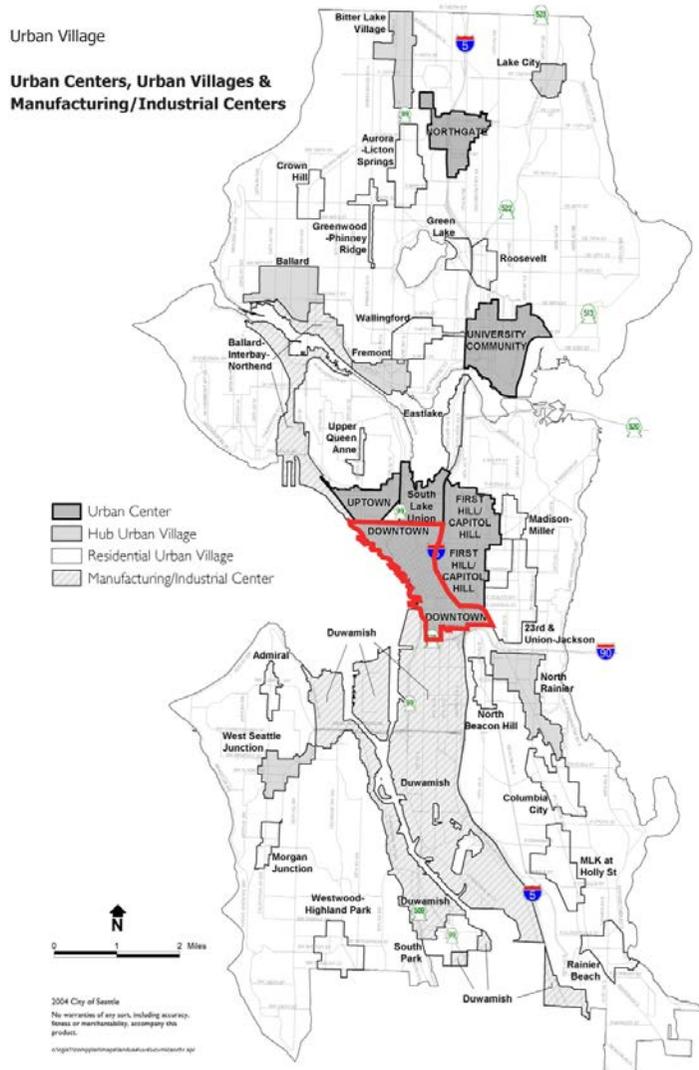


Figure 5 Urban Village in Seattle
(Source: Seattle's Comprehensive Plan)

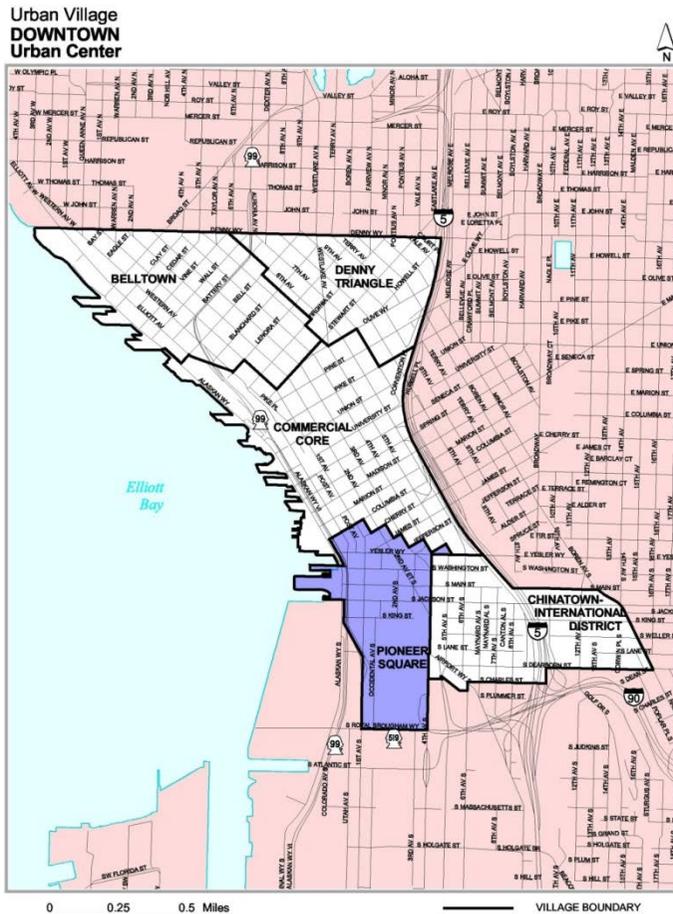


Figure 6 Urban Center – Downtown composition
 (Source: Seattle’s Comprehensive Plan)

Policy wide the Comprehensive Plan reflects the King County Countywide Planning Policies that mainly covers transportation, zoning, and public facilities. Urban Center re-divides into four categories: primarily residential, mixed with a residential emphasis, mixed residential and employment, and mixed with an employment emphasis. Among these, Pioneer Square comes under mixed

residential and employment.

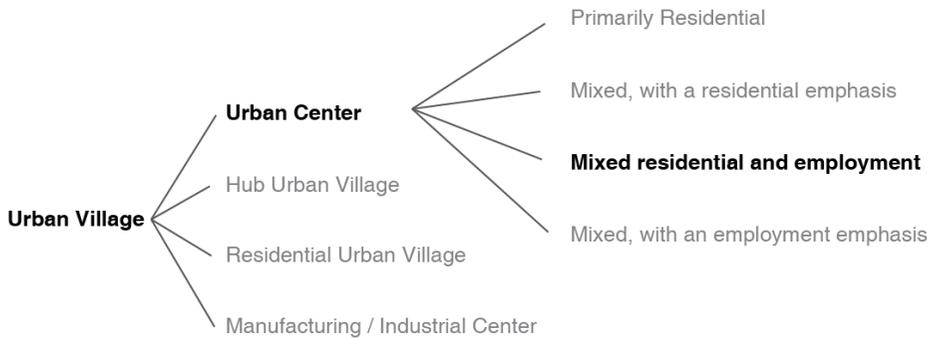


Figure 7 Positions of Pioneer Square in Urban Village strategy

Housing element's three issues are accommodating growth and maintaining affordability, encouraging housing diversity and quality, and providing housing affordable to low-income households.

Pioneer Square is going through major changes like Waterfront development with destruction of Alaskan Way Viaduct, and North King Dorm Parking Lot development, housing element takes big influence in the area.

A special comment from this section to Pioneer Square is the Plan asked to provide affordable housing to artists since the neighborhood is known for artist community.



Figure 8 A Wall painting in Pioneer Square

The Economic Development element does not have specific description about the Pioneer Square Historic District, but only mentioned to use historic resources to encourage tourism.

Cultural resources element discusses about historic districts. The goal of this element is to preserve, to restore and to re-use built resources of culturally, architecturally or socially significant heritages in order to maintain unique sense of the place. Goals for further policies to achieve are first, identify and protect landmarks and historic districts. Offer appropriate incentives for rehabilitating and adapting historic buildings. Second, increase awareness of heritage by promoting preservation programs or activities by encouraging public participation.

Neighborhood Planning element is the part where provides detailed guide for each neighborhood. For Pioneer Square goals and policies for five sectors – open space, public safety, housing, economic

development and transportation & utilities – are organized in this section.

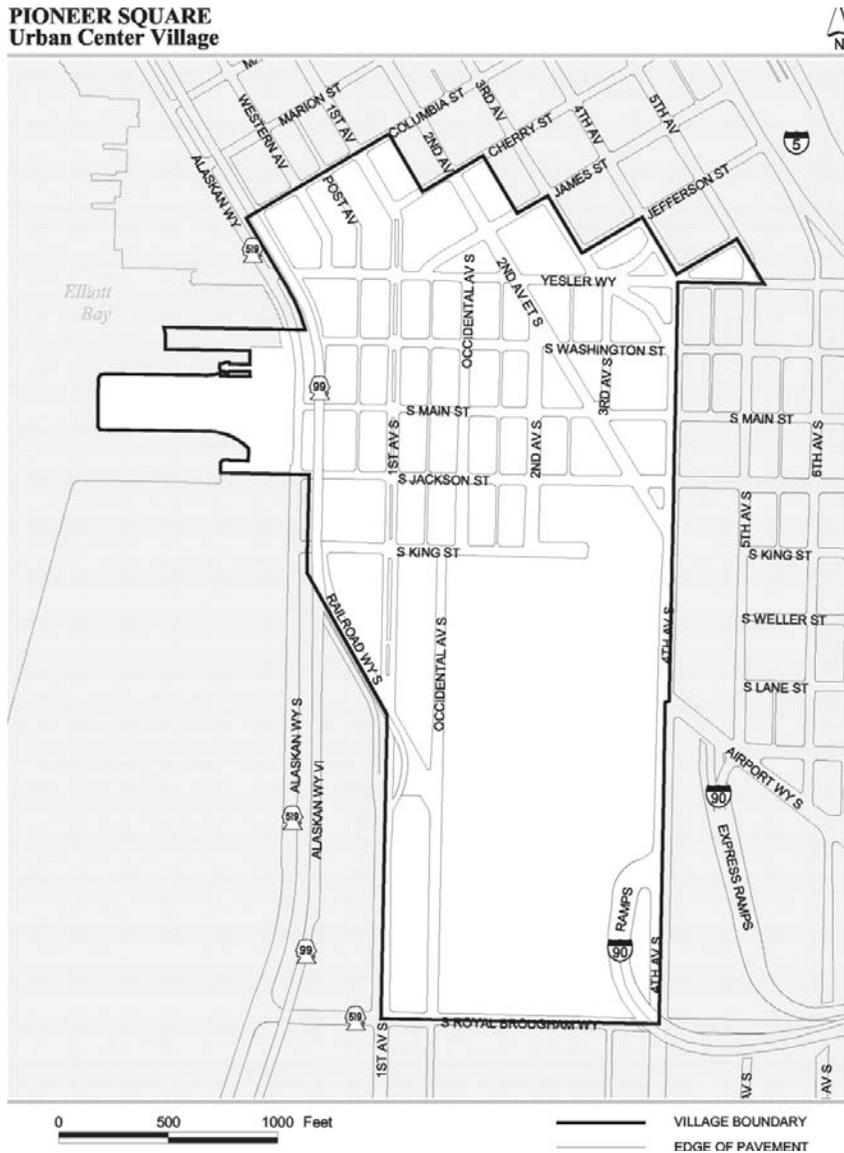


Figure 9 Pioneer Square Urban Village Map (source: Seattle Comprehensive Plan)

Open space policies recommend encouraging inclusion of artists in the neighborhood, improving environmental condition of public spaces, recognizing importance of Occidental Corridor, improving parks, and reclaiming alleys in the neighborhood.

Public safety parts ask to improve public behavior and civility in the neighborhood through police enforcement and community participation to increase tourists.

As mentioned earlier in housing elements, housing sector in recommended retaining and developing artist spaces in the community. New construction and renovation of existing structures for housing is also encouraged as well as providing mixed income housings.

Focuses of economic development are North Parking Lot development as business anchor and supporting existing businesses and improve communications.

For the last transportation and utilities sector indicates needs of pedestrian facility improvement include condition alleys, infrastructures, and parking.

Table 15 Contents about Pioneer Square in Seattle Comprehensive Plan

Open Space	<ul style="list-style-type: none"> - include artist in the public design projects - improve gardening, cleaning and maintenance of public space - Occidental corridor - improve park areas - reclaim alleys
Public Safety	<ul style="list-style-type: none"> - raise public behavior and civility through police enforcement and neighborhood groups participation - support "Good Neighbor Agreements"
Housing	<ul style="list-style-type: none"> - encourage housing development through both new construction and renovation of existing structures. - encourage the retention and development of artist live/work space. - Develop incentive packages - mix use development - encourage businesses to support residents
Economic Development	<ul style="list-style-type: none"> - North Lot development - encourage coordination between development projects, neighborhood enterprise and the local low-income residents - maintain local access during major events o support neighborhood effort to develop business support and communication system
Transportation & Utilities	<ul style="list-style-type: none"> - develop access opportunities to the neighborhood through transit and pedestrian methods. - improve infrastructure for pedestrians and traffics - alley improvement - develop community parking program.

B. Pioneer Square Neighborhood Plan 1998²⁴

Enactment of GMA in 1990 established base for the Comprehensive Plan for the City of Seattle in 1994, and the Comprehensive Plan adopted Urban Village Strategy to establish neighborhood plans for thirty seven neighbors. There for started in 1995, Pioneer Square neighborhood reviewed existing 1991 Pioneer Square Plan Update, and adopted issues from the Plan Update. The new neighborhood plan took bottom-up, community based process, which took three years of discussions and surveys. The Pioneer Square Neighborhood Plan was published in 1998.

²⁴ City of Seattle, Pioneer Square Neighborhood Plan, 1998

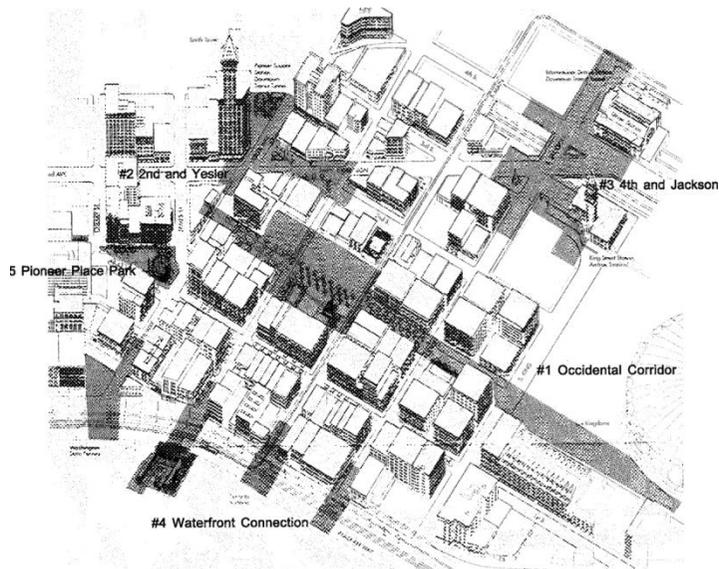


Figure 10 Critical Areas in Pioneer Square
 (source: 1998 Pioneer Square Neighborhood Plan)

The 1998 Plan is composed of three sections: (1) Introduction, (2) Recommendations, and (3) Partners and Stewards. In the Introduction section, Top Seven projects are mentioned. Those are catalyze housing development, develop the North Kingdome Lot, Improve Public Safety, Cleanliness and Behavior Standards, Strengthen Our Economic Base, Build Pedestrian Linkages, Improve Access during Events and Secure a Community Parking Facility and Develop the Parking Lots on the East Side of Occidental Park.

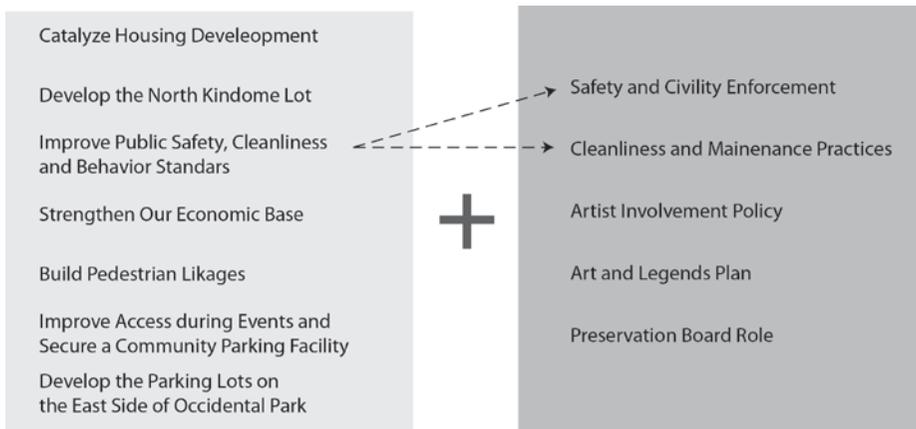
The Recommendations section is subdivided into (a) Principles and Policies, (b) Improving Public Spaces, (c) Broadening Housing Availability, (d) Strengthening Our Economic Base, and (e) Improving

Infrastructure: Parking, Transportation and Utilities, and gets the validity as a law in the Pioneer Square Historic District.

Five principles are mentioned in the (a) Principles and Policies section, which are:

1. Safety and Civility Enforcement
2. Cleanliness and Maintenance Practices
3. Artist Involvement Policy
4. Art and Legends Plan
5. Preservation Board Role

Compare the Top Seven Project with the five principles,



Section (b) Improving Public Spaces are made up of two categories (i) seven layers and (ii) critical areas. The seven layers are public art and legends, navigation, streetscape furnishings, vegetation, sidewalks and areaways, alleys and urban reststops. The critical areas are #1) Occidental corridor, #2) 2nd and Yesler, #3) 4th and Jackson, #4) Waterfront connection, and #5) Pioneer place park.

With the decline of the neighborhood, Pioneer Square got its reputation on drug, alcohol and homelessness, which mean general

public impression of the neighborhood was dangerous and filthy. Therefore the 1998 Plan was focused on improving the image of the neighborhood as clean and safe, although the plan was not officially titled as that, the most of actions on the plan related to making the neighborhood clean and safe. The organization of the 1998 Plan is based on issues, such as critical areas, problems and projects, so when reorganize details by topics; those are environment, development, local businesses, pedestrians, neighborhood image and defining responsible government agents. Environment includes all kinds of cleanings happens on public areas, maintenance and replacement of public facilities and gardens. Development is mostly the City projects like the North Parking Lot projects and the Viaduct removal related waterfront projects, but there are small projects related to improving parks in the Pioneer Square neighborhood and increasing residents in the area. Local businesses include activating retails in the area and changing in types of retails from alcohol related businesses to amenity businesses like grocery, pharmacy, hardware store, etc. Pedestrian related actions are also a big part in the 1998 Plan. Proving maps and signage, repaving walkways, changing street lights, storefront design, bus stop design, improving transportation and so far. The plan also includes clarifying responsibility of government agencies in the area. Any area or issues interact with more than one department or agency, the plan clarifies which agency is in the primary charge.

Table 16 Consensus among principles of the 1998 Plan and contents

Principles		Improving Public Spaces		Broadening Housing Availability	Strengthening our Economic Base	Improving Infrastructure
		Seven layers	Critical Area			
Top Seven Projects	Catalyze housing Development			- Support the local initiative to encourage private housing development		
	Develop the North Kingdome Lot			- Commitment for mixed-use development on the Kingdome North Lot		
	Strengthen Our Economic Base		- Work with property owners to encourage them to achieve higher occupancy in retail spaces.	-Attract amenity businesses	-Support the local Economic Development Initiative - Create an economic information data base - Create an environment for economic success - create a year-round marketing and promotion campaign. -create an internal communication system. -create a business development program - initiate processes to employ local residents and use of local businesses	
	Build Pedestrian Linkages		- Extend the corridor south by improving the streetscape from Jackson to King - Extend the corridor			

	Improve Access During Events and Secure a Community Parking Facility		further south of King			<ul style="list-style-type: none"> -Improve availability of on-street parking. -Route ballpark and stadium event traffic and ferry traffic away from the heart of Pioneer Square -Centralize responsibility for developing a parking and access program and managing operations on behalf of community interests.
	Develop the Parking Lots on the East Side of Occidental Park		-Facilitate development of the two eastern parking lots with mixed uses.			
Principles	1.Safety and Civility Enforcement	- Urban Reststops	-encourage police to focus their efforts in 2 nd /Yesler to stop drug dealing -limit specific over-represented commercial uses		-ensure and maintain a clean, safe and attractive environment	
	2. Cleanliness and Maintenance Practices	<ul style="list-style-type: none"> - Streetscape furnishings: lights, benches, trash cans, etc. - Vegetation: Trees and hanging baskets -Sidewalks and Areaways: paving repair 	-improve gardening, cleaning and maintenance in the Occidental park.			<ul style="list-style-type: none"> - ensure pedestrian primacy in Pioneer Square: pedestrian crossing lights and cross walk striping. - improve alley.

		-Alleys: repaving and drainage repair				
	3. Artist Improvement Policy			- protect the existing supply of artist live/work space and expand artist housing opportunity		
	4. Arts and Legend Plan	- Place new public art, gateways and legends -Navigation	-involve an artist on corridor design team -implement elements of the pedestrian navigation system			
	5. Preservation Board Role					

C. Pioneer Square 2015: A Strategy for Seattle's First Neighborhood²⁵

Dec.2009, the Pioneer Square Commercial District Revitalization Project was launched by Pioneer Square Revitalization Committee and City of Seattle to improve the overall business health of pioneer Square. Pioneer Square 2015 is a yearly plan that sets actions for the community and for the city. (June 2010, June 2011, Jan 2012, March 2013)

As a preparatory work, a technical assistance, Donovan Rypkema, principal of *PlaceEconomics*, was invited by Office of Economic Development (OED) to assist the OED and the Pioneer Square Revitalization Committee. As part of consulting, Rypkema and OED staffs reviewed information and data of Pioneer Square, toured the neighborhood at different times of the same day, visited about 15 businesses with informal interviews, and conducted individual interviews with various stakeholders – business owners, property owners, real estate developers, social service providers, investors, police, Pioneer Square Community Association staff, Downtown Seattle Association staff, hospitality business managers and others.²⁶

²⁵ Pioneer Square Revitalization Committee, Pioneer Square 2015: A Strategy for Seattle's First Neighborhood, 2010; 2011; 2012; 2013

²⁶ City of Seattle. Office of Economic Development. Pioneer Square: Perceptions, Realities, Strategies. Seattle: n.p., 2009. Print.

4.4 Chapter Conclusion

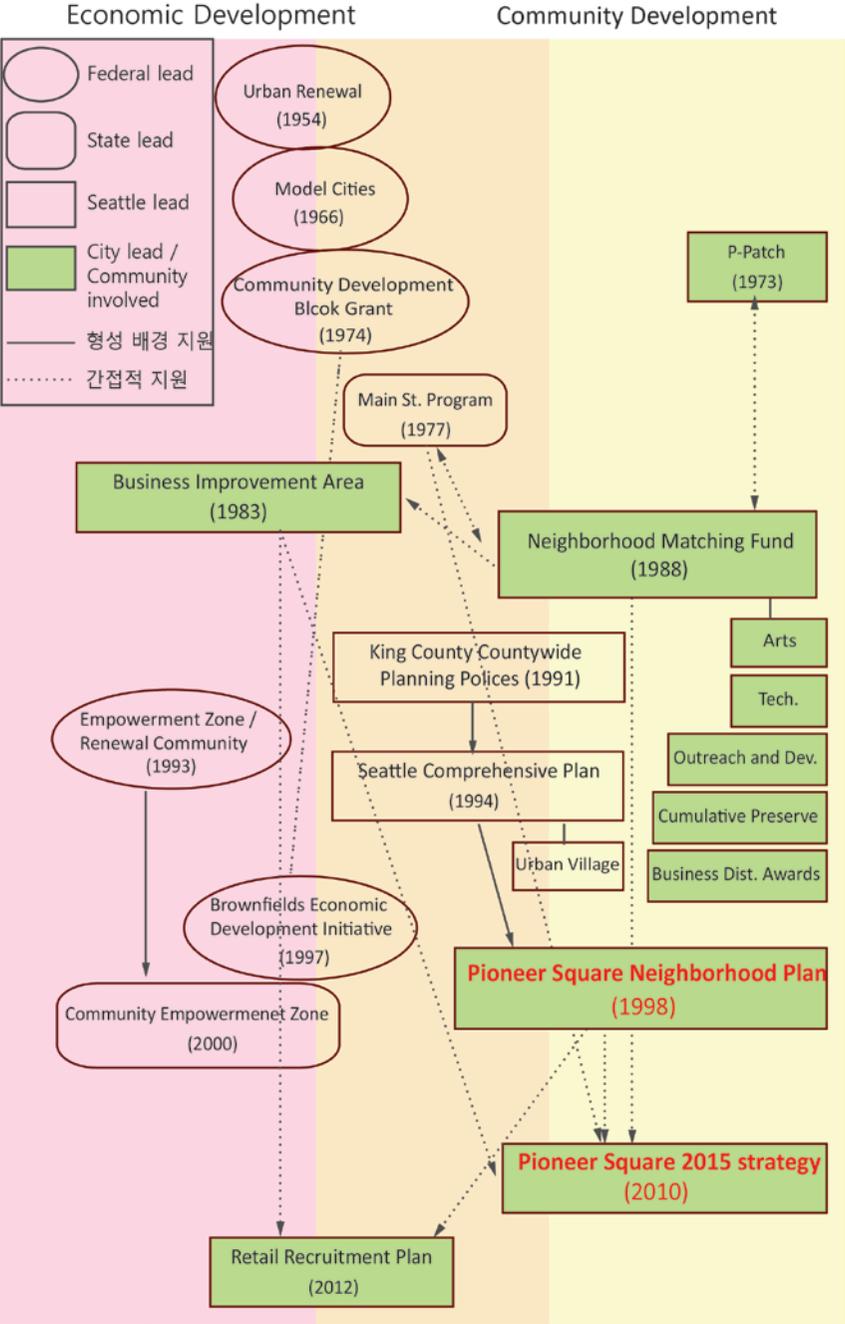


Figure 11 Evolving Neighborhood Planning Policies in Seattle

As illustrated in Figure 11, policies can be categorized into two groups: economic development based policies and community development based policies. Economic development policies include low-income affordable housing related policies, and local business development policies. The community development based policies are policies for neighborhood planning and encourage public participation. By reviewing goals and contents of policies in Chapter 3 and Chapter 4, relationship among policies can be analogized like the Figure 11.

Since the GMA is the state wide law, it does not provide specific rules for each community or neighborhood, but it contains keywords for local administrative to consider during their processes of plan making. Except the element 'rural' and 'parks and recreation', eight out of six mandatory elements have directly implied on King County Countywide Planning Policies' key issues. Even 'rural' also incorporated in the other element 'land use.' Since King County is mostly cities and urban components, a relatively small portion distributed to rural. Instead of those two elements, the King County chose 'community character and open space', and 'regional Finance and Governance.' From the county level, the importance of communities, their characteristics and governance system are embossed. These stands of the county become the foundation of community oriented neighborhood planning.

When planning process gets to city level, the importance of

neighborhoods is at the top. 'Urban village' and 'neighborhood planning' become key elements in the comprehensive plan of Seattle. With the legislative support of the City Council, thirty eight neighborhoods in Seattle got opportunity to elaborate plans. Seattle comprehensive plan specifically provide key elements for each neighborhood that based on the GMA, King County CPP, and characteristics of neighborhoods.

Table 17 Key elements of planning policies

Growth Management	King County Countywide Planning Policies	Seattle Comprehensive Plan	Seattle Planning Framework	Pioneer Square Neighborhood Plan
<ol style="list-style-type: none"> 1. Land Use 2. Housing 3. Capital Facilities Plan 4. Utilities 5. Rural 6. Transportation 7. Economic Development 8. Park and Recreation 	<ol style="list-style-type: none"> 1. Land Use (Rural/Urban) 2. Transportation 3. Community Character and Open Space 4. Affordable Housing 5. Contiguous Development (infrastructures) 6. Capital Facilities 7. Economic Development 8. Regional Finance and Governance 	<ol style="list-style-type: none"> 1. Urban Village 2. Land Use 3. Transportation 4. Housing 5. Capital Facilities 6. Utilities 7. Economic Development 8. Neighborhood Planning 9. Human Development 10. Cultural Resource 11. Environment 	<ol style="list-style-type: none"> 1. Community 2. Environmental Stewardship 3. Economic Opportunity and Security 4. Social Equity 	<ol style="list-style-type: none"> 1. Catalyze housing Development 2. Develop the North Kingdome Lot 3. Strengthen Our Economic Base 4. Build Pedestrian Linkages 5. Improve Access During Events and Secure a Community Parking Facility 6. Develop the Parking Lots on the East Side of Occidental Park 7. Safety and Civility Enforcement 8. Cleanliness and Maintenance Practices 9. Artist Improvement Policy 10. Arts and Legend Plan 11. Preservation Board Role

CHAPTER 5: RESEARCH ANALYSIS AND FINDINGS

5.1. From Public Drive to Citizen Initiate

Among various similarities between the 1998 plan and the 2015 strategy, the most noticeable difference is who triggered the plan making processes of the two plans.

The main force behind the Pioneer Square Neighborhood Plan 1998 is the Pioneer Square Planning Committee. It was a specially organized group for the 1998 plan, which incorporated city officers from various agencies, such as the Neighborhood Planning Office (mayor's office), the Department of Neighborhoods, the Strategic Planning Office, and the Department of Construction and Land Use. Community members, the Pioneer Square Preservation Board members, and other professionals and consultants were also involved. While a number of community organizations – the Pioneer Square Community Council, the Pioneer Square Business Improvement Area, the Pioneer Square community Development Organization – and 18 active individual community members participated in the processes, it was not solely the community members. Yet, it was not solely the community members, but the public offices, that mainly drove the processes of preparing and implementing the 1998 Plan.

Compared with the case of the 1998 Plan, the leading force in the 2015 Strategy was the Pioneer Square Revitalization Committee. The

Pioneer Square Revitalization Committee, which initiated the 2015 Strategy process, consisted of local community members. Thirty-one diverse community members participated in the Committee who were local organization members, bloggers, business owners, residents and others. The City of Seattle and a consulting team, called Berk and Associates, also participated in the process, but they were not the major initiators.²⁷

The composition of participants of the 1998 and 2015 Plans has similarities, as both Plans were made by both city officers and community members. Yet, the 1998 Plan was started by the local government under the law, GMA, while the 2015 Strategy was proposed by the community members of the Pioneer Square Historic District.

The 1998 Plan took a process of community involved bottom-up processes, and actually a numbers of community members participated, but the very idea of making the Plan and the processes were proposed by the city officers. About a decade later, the 2015 Strategy was built upon the community autonomy, which evolved and grew to ask the government to make another plan. It was initiated by the community, and the city government approved it. It showed the change in status of the community in the governance of the neighborhood.

²⁷ The City council members, Office of Economic Development, Seattle Police Department, Office of Housing, Department of Planning and Development, Department of Neighborhoods, Department of Transportation, and Department of Parks and Recreation

5.2 From Product-Focused to Process Oriented

Although sharing similar goals, tendencies of two plans are different; the 1998 Plan focuses on products while the 2015 Strategy puts emphasis on the processes.

First, the organization of two plans is different. The 1998 Plan is an issue-oriented plan that first, lists up critical areas or problems and then, provides recommended actions for each issue. So certain actions have specified subjects of who is doing what. Many of them, however, do not clarify subjects. The 2015 Strategy, on the other hand, divided the plan by the Community Action and the City Action, and each part gets its own goals and detailed action plans. In 1998 the community might not be active enough to take roles in implementing plan, but over the ten years, the community gained power and responsibility. Clarifying subjects in charge makes the 2015 Strategy more process oriented.

Second, the publication frequency also shows tendencies of the plans. The 1998 Plan was one time publication. Although the plan was evaluated in 2003²⁸ by the City with the other thirty eight neighborhoods' plans, only three neighborhoods were recommended to update their neighborhood plans. From there on, the 1998 Plan has not been updated officially.

²⁸ City of Seattle; Department of Neighborhood, "Neighborhood Plan Implementation progress Report," 2003.(Seattle Municipal Archive Item#7072)

The 2015 Strategy, on the other hand, took different stance. Published in 2010 and as it was titled as '2015', the Strategy was examined in five year period. The 2015 Strategy has been updated and published annually. From the first edition in 2010, the Strategy has versions of 2011, 2012 and 2013. Every year the plan set out for yearly actions for long term goals about how to achieve them.

As expected, the contents of two plans are different. Although the 1998 Plan and the 2015 Strategy shared many of their goals together, such as to improve cleanliness and safety, to support economic development, and to provide parking and transportation infrastructures. The recommended actions for the goals took somewhat different ways.

For example, the actions for the cleanliness and safety in the 1998 Plan were composed of daily trash pickups, frequent sweepings, pavement cleanings, maintaining public furniture in parks, improving street lightings, and so on.

The 2015 Strategy, on the other hand, emphasized the processes of how to implement the actions. For example, having monthly meetings as well as partnering with other agencies and organizations was highly recommended, which was more frequently mentioned than the kinds of actions themselves. Ms. Genna Nashem, a staff of the Seattle Department of Neighborhoods mentioned during her interview that "it is hard to recall exact time, but in recent years, it becomes easy to find

business owners or managers to come out and sweep their store fronts voluntarily.” She meant their attitudes changed to be more active by themselves. She thought these people were a good example of “citizen participation of 2010s.” Public meetings and partnerships with government agencies are invigorated due to the Community Actions’ statement of the 2015 Strategy. The City Actions part in the 2015 Strategy pointed public space maintenance and improvement, which were similar to those of the 1998 Plan. The City Action part, however, included a statement that ‘supported the Community Action.’

The actions of economic development have not changed much since 1998, as both plans included creating economic data base of existing businesses, conducting a market analysis, making marketing and promotion plans, and others. However, the 2015 Strategy had additions on communication— regular meetings and forums, and outreach.

The 1998 Plan and the 2015 Strategy still aimed for the similar destinations, yet their routes to get there seemed changed. As the citizen participation grew, processes became more important than before. Public demanded to be informed, to discuss, and to express their concerns and ideas. In order to do that, consistent meetings and forums became necessary and therefore mandatory.

5.3 From Physical Issues to Economic and Marketing Issues

The Table 18 represents the contents of the two Plans. For easier understanding, contents are color-coded by their characteristics. Red color means physical implementation, blue color represents non-physical implementation, and purple color means both. Physical

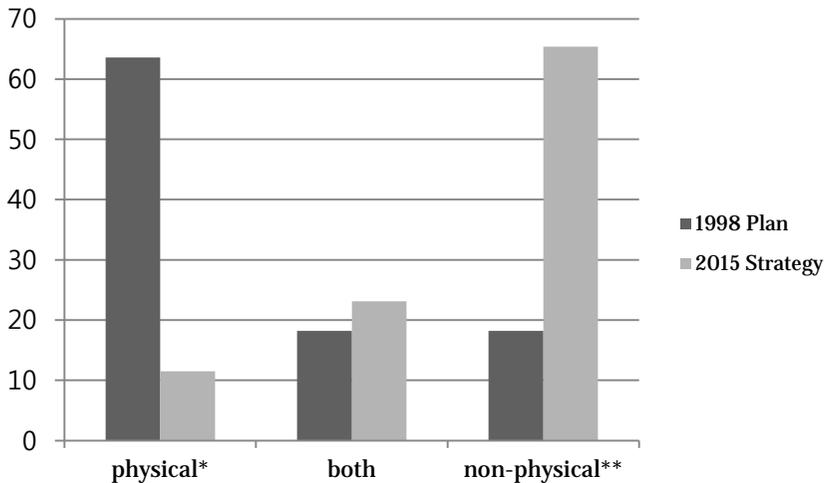


Figure 13 Change in tendencies of contents in plans

*physical: plan's contents of physical elements

** non-physical: plan's contents of non-physical elements

implementation is permanent or has more than a month long impacts on environment or facilities that can be seen, touched, or used. Non-physical implementation includes data collections, plan makings, meetings, social networking, marketing, websites, events, and other impermanent adaptations.

In the 1998 Plan, the physical elements take 63.6% of the total contents, which are seven out of eleven, while the none-physical portion blue and purple takes 18.2% of them each. In the 2015 Strategy,

however, the portion of physical elements decreases to 11.5%, while none-physical elements increase up to 65.4%.

Table 18 Comparison of Contents in the 1998 Plan and the 2015 Strategy

Pioneer Square Neighborhood Plan 1998	Pioneer Square 2015			
Catalyze Housing Development	COMMUNITY	Supporting Existing and Emerging Economic Clusters		
Develop the North Kingdome Lot		Goal 1	Research and Inventory the Businesses and Nonprofit Organizations	
			Meet with Businesses Individually and Solicit Their Needs	
			Support Public Civility Improvement Efforts	
Strengthen Our Economic Base		Goal 2	Address Mismatched Boundaries	
			Host Forums and Events to Hear Ideas and Generate Discussion	
			Develop Relationships with the Nightclubs	
Build Pedestrian Linkages		Goal 3	Increase Residential Development and Density in Pioneer Square	
			Address Vacant, Dilapidated, and Underused Buildings	
Improve Access During Events and Secure a Community Parking Facility			Goal 4	Support Implementation of the Livable South Downtown Plan
				Advocate for the Maintenance, Improvement, and Activation of Public Spaces
Develop the Parking Lots on the East Side of Occidental Park		Goal 1	Develop a Comprehensive PR, Marketing and Branding Strategy for Pioneer Square	
	Develop a Communications Plan			
Safety and Civility Enforcement	Goal 2	Support the Trails to Treasure Program		
		Facilitate Development and Adaptive Reuse Incentives		
Cleanliness and Maintenance Practices	Goal 1	Address Vacant and Blighted Buildings		
		Implement Supportive Building and Energy Code Provisions		
Artist Improvement Policy	CITY	Identify New and Emerging Clusters; Recruit Complementary Businesses		
		Align the City's Business and Economic Development Activities		
Arts and Legend Plan		Goal 2	Support Economic Activity Data Collection	
			Getting Information on New Businesses from the Business License Database	
Preservation Board Role	Goal 3	Ensure Effective Utility and Technology Systems		
		Support Transportation Improvements and Mitigation		
		Effectively Manage Parking Supply and Demand		
	Goal 4	Improve Public Safety Experience and perceptions		
Improve Human Services Programs and Strategies				

The 1998 Plan focused on physical improvements of the Pioneer Square neighborhood, which were to change the local perception of the area from a dangerous and filthy place to a clean and safe neighborhood. Therefore, cleaning, maintenance, development, and pedestrian conditions became major issues. Non-physical elements, mostly economic and marketing elements in the 1998 Plan were local business-related actions, such as changing types of retails in the area from alcohol shops to amenity stores, developing future plans, and collecting data.

In the 2015 Strategy, however, contained lesser contents of physical actions. Those were related to cleaning and maintenance of public facilities, such as benches, trees, and trash cans, which were also included in the 1998 Plan as well.

The major contents of non-physical elements in the Community Action part of the 2015 Strategy were communication, plan making, neighborhood image making, and building databases. The contents regarding communication included regular meetings and forums, which took about 49% of the total contents, which were about six out of fourteen contents. The participants of meetings and forums varied among business people and local residents. While the communication took a biggest portion in the Community Action part of the 2015 Strategy, collaboration among city departments and agencies, and support for the Community Actions was the biggest portion in the City

Actions, which were 41.7% each - five out of twelve contents contain information about cooperating and/or supporting the Community Actions.

Contents what communities wanted the most were communication, which especially were consistent, regular meetings and forums that public is assured constantly informed. The City perspectives also indicated the importance of communication: in this case, communicating among them. Collaboration among different departments has been issued ever since the development of governance.

The notable contents in the City Action were the action statement in the 2015 Strategy, which corresponded with the City agencies to support the Community Actions through financially. Those contents made the 2015 Strategy feasible and applicable plans in the Pioneer Square neighborhood.

The tendency of contents has changed from the 1998 Plan to the 2015 Strategy, in which more non-physical aspects were emphasized. The two Plans still share many goals. Improving the perception of the neighborhood to clean and safe place was an ongoing theme of the neighborhood. The differences existed in that the 1998 Plan was focusing on improving the actual environment of the neighborhood while the 2015 Strategy was still using the media, promotions, events, and other ways. This meant the Pioneer Square communities became confident about the conditions of their neighborhood in physical

aspects.

Strengthening the economic base of the neighborhood was a constant topic in both Plans. Major changes occurred in the Pioneer Square businesses. A new business cluster of IT and of technical companies, formed in Pioneer Square, while Elliot Bay Book Store and NBBJ Architects, so called the Pioneer Square anchor companies, left the neighborhood. In the 1998 Plan, the neighborhood was eager to reduce alcohol consumption in the area, but in the 2015 Strategy, the neighborhood was open to night clubs in the area.

5.4 Integration in Local Neighborhood Planning

After plans were provided to community, public needed funds and government supports to implement action plans. Although the plans had statements that government staffs should support community, sometimes they needed more than few sentences.

There are related programs that supported community to achieve their goals. These programs are mentioned in the Pioneer Square Neighborhood Plan 1998, the Neighborhood Plan Implementation Progress Report 2003, and the Pioneer Square 2015 Strategy.

The first program was the Neighborhood Matching Fund²⁹ (NMF) which is one of the most well known programs in Seattle. Launched in

29 City of Seattle Department of Neighborhood, Neighborhood Matching Fund office; Diers, Jim, Neighbor Power, University of Washington Press, Seattle, 2004

1989, the program funded more than 4000 projects over \$490,000,000 from the city budget and \$720,000,000 on the matching.

The Pioneer Square also adopted the program since 1989 and 42 projects were carried out. In total, including the matching amount, \$1,552,985 was applied in Pioneer Square through the program. Eleven organizations³⁰ have participated in and got grants to perform their projects.

Table 19 Number of Applied Neighborhood Matching Fund Projects in Pioneer Square

Year	89	90	91	92	93	94	95	96	97	98	99	00	01
No.	1	3	0	0	1	0	1	2	1	5	3	7	2
Year	02	03	04	05	06	07	08	09	10	11	12	13	
No.	2	1	1	1	1	1	0	2	2	1	2	2	

³⁰ Pioneer Square BIA, Pioneer Square Community Association, Downtown human services council, Pioneer Square community Council, Pioneer Square Planning Committee, Fiends of 1st Ave, Pioneer Square community Development, Pale of the Pergola, Pioneer Square Public Safety Committee, The Forgotten Works, International Sustainability Institute, Distant Lands, Friends of the alley, Base Camp Parklet

Table 20 The List of Projects that Used NMF in the Pioneer Square

No.	Project Title	Year
1	downtown public restroom study phase II	1989
2	Occidental Park Flower Tube & Park Chairs	1990
3	Homeless Outreach Van	1990
4	Business Computer Training	1990
5	P.S. I Love You	1993
6	Pioneer Square Neighborhood Identity Banners	1995
7	downtown arts resource project	1996
8	virtual pioneer square	1996
9	design plan for Fortson Square	1997
10	revise, print, distribute 1998 plan	1998
11	pioneer square web site development and business directory	1998
12	pioneer square "clean and safe" projects	1998
13	pioneer square journey to the future	1998
14	Pioneer Square BIA Feasibility Project	1998
15	Better trashcan	1999
16	parking study project	1999
17	Fortson Square Improvement	1999
18	pioneer square banner project #1	2000
19	historic trashcan	2000
20	pioneer square journey to the future	2000
21	Enhancement of the Occidental Square Park Pergola	2000
22	Pioneer Square Consumer Market Research	2000
23	the occidental park seating and kiosk	2000
24	MID station	2000
25	South Downtown Lighting Analysis and Implementation	2001
26	Pioneer Square Parking and Construction Access Project	2001
27	Pioneer Square Pergola Neighborhood Celebration	2002
28	Pioneer Square Holiday decorations	2002
29	Activate Pioneer Square parks	2003
30	The Forgotten Works Art Incubator	2004
31	First Ave Median Strip Renovation	2005
32	First Ave Median Strip Renovation	2006
33	Pioneer Square Lighting	2007
34	Trail to Treasure: Phase Two	2009
35	Alley Art	2009
36	Trail to Treasure: Phase Three	2010
37	Pioneer Square Alley Activation	2010
38	Art in Nord Alley	2011
39	Alley Plants: MOSS-by number & Alley Pallets	2012
40	Alley Corridor Project	2012
41	A Meeting in an Unlikely Place	2013
42	Base Camp Parklet	2013

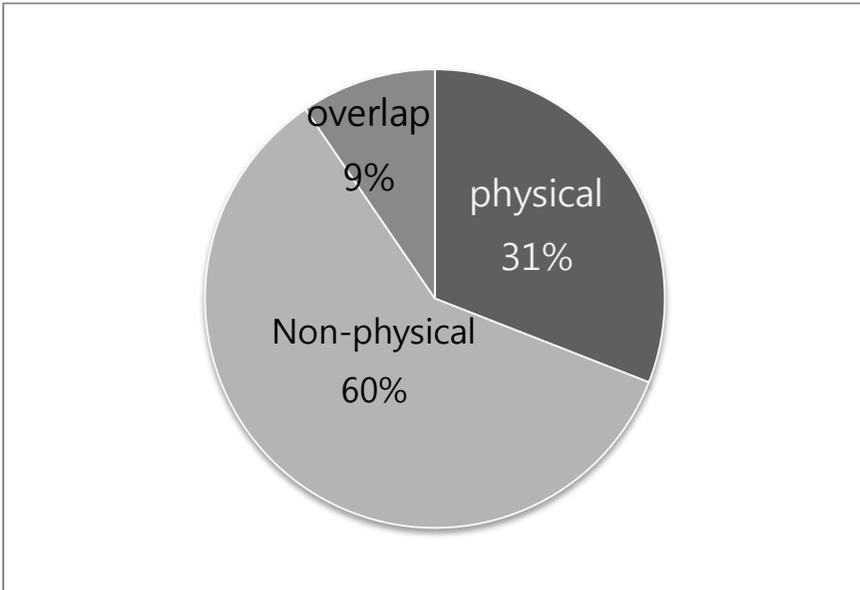


Figure 14 Character of applied Neighborhood Matching Fund projects in Pioneer Square

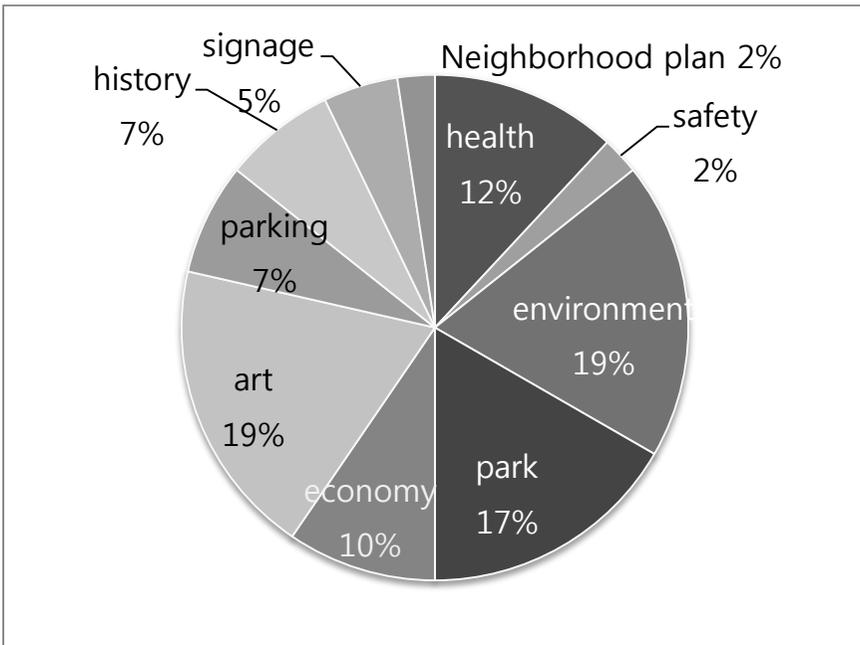


Figure 15 Contents of applied Neighborhood Matching Fund projects in Pioneer Square

The other significant program was the Business Improvement Area (BIA), which were applied since 1983. The distinguishable character of BIA, unlike other designated districts or areas, was that it was not designated by the city government, but applied by business owners in the area. The process of BIA application was somewhat similar to that of the 2015 Strategy adoption. Since the program required merchants in the designated area to pay more taxes, the money was returned back to the area, the business owners had to come up with agreements before submitting the application.

With the Department of Facilities and Administrative Services (FAS), BIA organization met in regular bases to determine the usage of the collected money. Through consistent mandatory meetings, BIA group became one of the most representative organizations in the Pioneer Square neighborhood, and they actively participated in the neighborhood matters. In the 2015 Strategy, one of the action plans was the Alliance, and Pioneer Square BIA hosted quarterly business mixers to meet and to engage business owners in order to solicit their needs.

Out of 42 Neighborhood Matching Fund projects applied in the Pioneer Square Historic District, 19 projects were adopted by BIA groups or BIA related groups. From those 19 projects, 9 projects shared goals from the 1998 Plan and 2 projects were related to the 2015 Strategy.

Table 21 Connectedness of NMF, BIA, the 1998 Plan and the 2015 Strategy

No.	Project title	Year	'98	2015
1	Occidental Park Flower Tube & Park Chairs	1990		
2	Pioneer Square Neighborhood Identity Banners	1995		
	revise, print, distribute 1998 plan	1998		
3	pioneer square web site development and business directory	1998		
4	pioneer square "clean and safe" projects	1998	O	
5	Pioneer Square BIA Feasibility Project	1998	O	
6	parking study project	1999	O	
7	pioneer square banner project #1	2000		
8	Pioneer Square Consumer Market Research	2000	O	
9	the occidental park seating and kiosk	2000	O	
10	South Downtown Lighting Analysis and Implementation	2001	O	
11	Pioneer Square Parking and Construction Access Project	2001	O	
12	Pioneer Square Pergola Neighborhood Celebration	2002		
13	Pioneer Square Holiday decorations	2002		
14	Activate Pioneer Squares parks	2003		
15	First Ave Median Strip Renovation	2005	O	
16	First Ave Median Strip Renovation	2006	O	
17	Pioneer Square Lighting	2007		
18	Trail to Treasure: Phase Two	2009		O
19	Trail to Treasure: Phase Three	2010		O

The City of Seattle did not get local fund only by the NMF. The funding programs from the Office of Economic Development also provided a total \$520,000 grants to the Pioneer Square neighborhood from 2011 to 2013.

Table 22 The Strategy 2015 received grants from OED

No.	Project Title	Year	Grants
1	Implementing Economic Development Strategies	2011	100,000
2		2012	120,000
3		2013	100,000
4	Marketing projects and BIA Boundary expansion projects	2012	120,000
5	Improving Pedestrian Environment projects	2013	80,000
Total			520,000

In the process of implementing the 1998 Plan and the 2015 Strategy, supports from various city departments and agencies were critical. The important part of plan making was not the legislative supports, but it was about who initiated and how much they were committed to implement the Plan. Because the 2015 Strategy adopted and resumed the 1998 plan consistently, confusions or collisions during implementations were minimized.

The consistency and succession between two plans were realized not only because the later plan respected the prior one, but also because the participants were consistent. BIA and the Department of Neighborhood were the major participants from the community and from the city.

The strong community supportive systems had been developed through about fifteen years from the establishment of Department of Neighborhood and Neighborhood Matching Fund, and the results come up as the community-initiated neighborhood plan and its implementation with the support from the government agencies.

CHAPTER 6: CONCLUSION

The participatory initiatives have changed throughout times. 1950s to 1980s, historic preservation and neighborhood planning were mostly operated by the Federal government. State governments were busy to adopt federal programs to fetch federal funds. From the late 1980s to 1990s, Washington State developed various community development polices like enacting Growth Management Act, developing Neighborhood Matching Fund, establishing Department of Neighborhood, adopting Business Improvement Area, and so on.

Originated from GMA, local governments developed numerous community development plans, such as the King County Countywide Planning Policies, Seattle Comprehensive Plan and the Seattle Planning Frameworks which became bases of the Pioneer Square Neighborhood Plan 1998 and the Pioneer Square 2015. Although the plans, directly or indirectly influenced Pioneer Square Historic District, were developed by different hierarchical governments' agencies, they are consistent about goals.

From historic designation in 1970, the Pioneer Square Historic District communities have adopted various policies to improve their neighborhood. Particularly the Pioneer Square Neighborhood Plan 1998 and the Pioneer Square 2015 applied the planning processes of bottom-up community involvement.

Although the 1998 Plan has improved various conditions in the

Pioneer Square Historic District, the plan is not updated for almost ten years. Therefore the Pioneer Square communities proposed another plan, the Pioneer Square 2015.

The 1998 Plan and the 2015 Strategy are both neighborhood plan that adopted in the Pioneer Square Historic Districts. Since the 2015 Strategy succeeded the 1998 Plan, two plans share most of the primary goals. However there are changes.

First, unlike the city government initiated plan of 1998, the 2015 Strategy is initiated by the communities in Pioneer Square Historic District and the Seattle City approved it. This means growth of community power as well as the community learned how to use government system.

Second, the contents of plans are changed from product oriented in the 1998 Plan to procedure oriented in the 2015 Strategy. In the 2015 Strategy, the goals are divided into two parts: Community Action and City Action. The subject in charge for goals are specified as well as action plans about how to achieve goals. Unlike the one time released plan of the 1998, the 2015 has been updated annually from 2010 to 2013. The most of contents in the 2015 are composed of yearly achievable targets. Especially the Community Action part emphasizes communications through regular meetings and forums. During the adoption of the 1998 Plan, the physical environmental improvements have implemented, the 2015 Strategy could move on.

Third, the tendency of contents has changed from physical elements to economic and marketing elements. To achieve product oriented goals, physical elements need to be emphasized since physical products are easy to recognize by a numerous people. Because the 2015 Strategy is a procedure oriented plan, regular meetings and consistent forums becomes part of the plan to improve perception of the neighborhood and develop economy, which cannot be achieved in short terms. Since economic development and improvement of perception of the Pioneer Square Historic District are also the part of the goals in the 1998 Plan, they are not newly implemented idea in the 2015 Strategy but can be described as extending the 1998 Plan. However, in the 2015 Strategy, the idea of improvement of perception of Pioneer Square Historic District become more specific like making a brand of Pioneer Square, and using marketing, promotions and events.

For the last, to adopt both plans many other programs are collaboratively work, such as Neighborhood Matching Fund, Business Improvement Area and other small programs. Like gears mesh smoothly, different policies work together to maximize synergy among them.

Similar to the United States, community development policies was originated from the Federal government in Korea. Many local governments are interested in adopting neighborhood plan in Korea and the United States, but communities are not always active enough

to participate in their neighborhood plans, sometimes plans went up like a rocket and come down like a stick, and sometimes a local government and community members struggle how to collaborate their ideas into plans.

The communities in Pioneer Square Historic Districts also took almost twenty years to have active community organizations. This research does not give provide exact answer about how to make active communities nor how to make good neighborhood plan but it will help to give some suggestions about how to enhance communities, how to incorporate physical and social elements into plans types of contents and so on.

BIBLIOGRAPHY

Government Publications and legislations

City of Seattle

Seattle Planning Framework

(1998). Pioneer Square Neighborhood Plan 1998

(2005). 2004-2024 Seattle's Comprehensive Plan

(2010; 2011, 2012, 2013). Pioneer Square 2015: A Strategy for
Seattle's First Neighborhood

King County

King County Countywide Planning Policies. (1991; 2010; 2012).

The Seattle Planning Commission. (1994). *Neighborhood Planning and
Assistance Program Evaluation Report: Looking at the First Five
Years*

Puget Sound Regional Council. (2013) 2013 Regional Centers monitoring
Report, pg.71-75

Washington State Department of Commerce. (2013). Growth Management
Act and Related Laws 2013 RCW Update
<http://www.leg.wa.gov/rcw/index.cfm>

Books, Chapters, Articles, These, and Dissertations

Arnstein, Sherry, "Ladder of Citizen Participation," *Journal of American
Institute of Planners*, 1969

Avrami, Erica, "Heritage, Values, and Sustainability," *Conservation:
Principles, Dilemmas and Uncomfortable Truths* Butterworth-
Heinemann, London, 2010

Birch E. & Roby D, "The Planner and the Preservationist: An Uneasy Alliance,"
Journal of the American Planning Association, 2007

Birch Eugenie & Christopher Silver, "One Hundred Years of City Planning's
Enduring and Evolving Connections" *Journal of the American
Planning Association*, 2009.

Campbell, Scott. "Green Cities, Growing Cities, Just Cities?" *Journal of the
American Planning Association*, 1996.

Diers, Jim. *Neighbor Power*. University of Washington Press, 2004.

Gale, Dennis. "The Impacts of Historic District Designation Planning and
Policy Implications," *Journal of the American Planning Association*,
1991.

Goetz, Edward. "The Transformation of Public Housing Policy, 1985-2011."
Journal of the American Planning Association, 2012.

- Hines, Heather Brook. *Conservation Districts as a Preservation Tool: Responding to Seattle's Neighborhood Plans*, 2007.
- Jokilehto, Jukka. "Conservation Principles in the International Context," *Conservation Principles in the International Context*,
- Lee Park, S. *From Redevelopment to Preservation: Downtown Planning in Post-War Seattle*, 2001
- Lingafelter, Teresa. *Democratic Planning in Seattle: Distributive Outcomes Across Neighborhoods*, 2012.
- Popenoe, David. "Community Development and Community Planning," *Journal of the American Institute of Planners*, 2007.
- Rohe, William. "From Local to Global: One Hundred Years of Neighborhood Planning," *Journal of the American Institute of Planners*, 2009.
- Rohe, William & Lauren Gates. *Planning with Neighborhoods*. The University of North Carolina Press, 1985.
- Ryberg, Stephanie. *Neighborhood Stabilization Through Historic Preservation: An Analysis of Historic Preservation and Community Development in Cleveland, Providence, Houston and Seattle*, 2010.
- Rypkema, Donovan. *Pioneer Square: Perceptions, Realities, Strategies*. 2009
- Sanders, Jeffrey. *Seattle & the Roots of Urban Sustainability*. Pittsburgh: University of Pittsburgh Press, 2010.
- Sirianni, Carmen. "Neighborhood Planning as Collaborative Democratic Design," *Journal of the American Institute of Planners*, 2007.
- Uchida, Naomi. *The Effectiveness of the Neighborhood Matching Fund on Community in Seattle*, 2004
- Zhang, Boting. *Occidental Square: How community Power Structure Impacts a Park in Seattle's Pioneer Square Neighborhood*, 2011.

- 김영조, 미국에 있어서 역사보존을 위한 토지이용규제, 미국헌법학회, 2007
- 이원규, 시애틀시 지속가능한 도시재생 수법으로 어반빌리지 전략에 관한 연구: 공공 프로젝트 재생과 민간 디자인 컨트롤을 중심으로, 2009.
- 이정형, 미국의 도시설계와 도시재생, 승재현, 2013
- 문영훈, 거버넌스 특성이 커뮤니티 개발정책 성과에 미치는 영향 연구: 한국의 살기 좋은 지역만들기□와 미국의 □다운타운 재활성화를 중심으로, 2012
- 차미희, 도시 내 역사문화유산 보전을 위한 관리체계 개선에 관한 연구: 해외 제도운용 사례 연구를 중심으로, 2008.

Organization Publications

International Sustainability Institute. Pioneer Square Active Streets Strategy, 2013.

Websites

Alliance for Pioneer Square:

<http://allianceforpioneersquare.org/>

City of Seattle Department of Neighborhood:

<http://www.seattle.gov/neighborhoods/>

City of Seattle Department of Budget Office:

<http://www.seattle.gov/financedepartment/>

Historic Seattle:

<http://www.historicseattle.org/>

King County, Department of Permitting and Environmental Review

<http://www.kingcounty.gov/property/permits/codes/growth/GMPC/CPPs.aspx>

Washington State, Department of Archaeology and Historic Preservation

<http://www.dahp.wa.gov/>

APPENDIX 1: NEIGHBORHOOD MATCHING FUND PROJECTS IN PIONEER SQUARE (1989-2013)

Project Title	Organization	Location	Year	Award Amount	Matching Amount	
downtown public restroom study phase II	downtown human services council	downtown Seattle 107 Cherry St #308	1989	\$ 7,814	\$ 7,875	planning
Occidental Park Flower Tube & Park Chairs	Pioneer Square Parking / BIA	Occidental Park	1990	\$ 1,750	\$ 1,750	physical improvement
Homeless Outreach Van	Pioneer Square Community Council	Downtown neighborhood	1990	\$ 13,000	\$ 13,000	non-physical improvement
Business Computer Training	Pioneer Square Community Council	Orion Multi- Service Center	1990	\$ 5,796	\$ 9,444	physical and non-physical improvement
P.S. I Love You	Pioneer Square Community Council	Occidental Park	1993	\$ 3,276	\$ 5,939	temporary / event
Pioneer Square Neighborhood Identity Banners	pioneer square parking and BIA	100/200/300 block of 1st S & Occidents	1995	\$5,000	\$ 5,530	physical improvement
downtown arts resource project	Pioneer square community	216 Alaskan Way S	1996	\$ 5,000	\$ 6,250	non-physical improvement
virtual pioneer square	Pioneer square community	pioneer square	1996	\$ 999	\$ 1,050	planning
design plan for fortson Square	Pioneer square community	SE corner of 2nd Ave & Yesler Way	1997-1998	\$ 4,200	\$ 5,450	planning
revise, print, distribute 1998 plan	pioneer square planning	157 Yesler Ste 410	1998-1999	\$ 5,000	\$ 5,000	planning
pioneer square web site development and business directory	pioneer square parking and BIA	pioneer square	1998-1999	\$7,425	\$7,472	non-physical improvement
pioneer square "clean and safe" projects	pioneer square parking and BIA	pioneer square	1998-1999	\$ 8,795	\$ 7,836	physical & non-physical
pioneer square journey to the future	Pioneer square community	157 Yesler Way Ste 410	1998-1999	\$10,000	\$11,000	non-physical improvement

Pioneer Square BIA Feasibility Project	Pioneer Square Parking and BIA	pioneer square	1998	\$14,999	\$7,501	non-physical improvement
Better trashcan	Friends of 1st Ave	1st & Occidental Ave N of King St	1999	\$10,000	\$12,045	physical improvement
parking study project	pioneer square Parking and BIA	pioneer square	1999	\$7,700	\$7,700	planning
Fortson Square Improvement	Pioneer Square Community Development Organization	SE corner of 2nd Ave & Yesler Way	1999	\$97,975	\$164,620	physical improvement
pioneer square banner project #1	pioneer square BIA	Pioneer Square	2000	\$ 10,000	\$ 15,104	physical improvement
historic trashcan	Pioneer Square Community Council	Pioneer Square, 401 S Jackson	2000	\$ 10,000	\$ 10,900	physical improvement
pioneer square journey to the future	Pioneer square community	Grand Central Arcade, 214 1st Ave S #241	2000	\$ 45,275	\$ 45,462	non-physical improvement
Enhancement of the Occidental Square Park Pergola	Pale of the Pergola	Occidental Square Park	2000	\$ 10,000	\$ 57,920	physical improvement
Pioneer Square Consumer Market Research	Pioneer Square BIA	Pioneer Square	2000	\$ 10,000	\$ 11,716	non-physical improvement
the occidental park seating and kiosk	pioneer square BIA	Occidental Park	2000-2001	\$ 10,000	\$ 25,072	physical improvement
MID station	pioneer square public safety committee	225 Yesler	2000-2001	\$ 10,000	\$ 19,870	physical and non-physical
South Downtown Lighting Analysis and Implementation	Pioneer Square BIA & Chinatown/International Dist. BIA	Pioneer Square and I.D.	2001	\$ 40,000	\$ 62,500	planning
Pioneer Square Parking and Construction Access Project	Pioneer Square Community Association	Pioneer Square	2001-2002	\$ 8,079	\$ 8,316	non-physical improvement
Pioneer Square Pergola Neighborhood Celebration	Pioneer Square Community Association	Yesler Way and 1st Ave S	2002	\$ 5,000	\$ 17,200	temporary / event
Pioneer Square Holiday decorations	Pioneer Square Community Association	Pioneer Square	2002-2003	\$ 10,000	\$ 21,900	temporary / event

Activate Pioneer Square's parks	Pioneer Square community	Occidental Square Park	2003-2005	\$ 10,000	\$ 12,080	physical improvement
The Forgotten Works Art Incubator	The Forgotten Works	the Tashiro Kaplan Building	2004	\$ 25,000	\$ 41,900	physical and non-physical
First Ave Median Strip Renovation	Pioneer Square Community Association	1st Ave cherry to king	2005	\$ 7,500	\$ 12,150	physical improvement
First Ave Median Strip Renovation	Pioneer Square Community Association	1st Ave cherry to king	2006	\$ 15,000	\$ 56,602	physical improvement
Pioneer Square Lighting	Pioneer Square Community Association	Pioneer Square	2007	\$ 2,456	\$ 3,730	temporary / event
Trail to Treasure: Phase Two	Pioneer Square Community Association	Pioneer Square	2009	\$ 4,700	\$ 4,895	physical improvement
Alley Art	International Sustainability Institute	Pioneer Square Alleys	2009	\$ 15,000	\$ 33,375	temporary / event
Trail to Treasure: Phase Three	Pioneer Square Community Association	Pioneer Square	2010	\$ 83,725	\$ 117,090	physical improvement
Pioneer Square Alley Activation	Distant lands	Nord Alley	2010	\$ 1,000	\$ 1,800	temporary / event
Art in Nord Alley	Friends of the Alley	Nord Alley	2011	\$995	\$ 2,487	temporary / event
Alley Plants: MOSS-by number & Alley Pallets	Friends of the Alley	Nord Alley and other alleys	2012	\$ 1,000	\$ 1,950	temporary / event
Alley Corridor Project	International Sustainability Institute	Pioneer Square	2012	\$45,905	\$91,775	planning
A Meeting in an Unlikely Place	Friends of the Alley	Nord Alley	2013	\$1,000	\$ 2,750	temporary / event
Base Camp Parklet	Base Camp Parklet	Occidental, S King St. and S Jackson St.	2013	\$ 590	\$4,025	planning

APPENDIX 2: PIONEER SQUARE 2015 PROJECTS (2010-2013)

Community	
Goal #1: Actively Engage Businesses in supporting Economic Growth	
A. Supporting Existing and Emerging Economic Clusters	
2010	Support existing and growing clusters, such as art galleries, clubs, and independent retailers – and conduct outreach to attract additional businesses
	Support efforts to expand Pioneer Square’s growing digital media and gaming clusters
2011	Communication and outreach on-going Alliance activity
	Increase in use of social media and advertising
	Increase in retail and First Thursday promotion in 2011
	Continued outreach and inclusion of various constituencies
	Promotion Committee meets monthly and hosts promotions and events; Madame Damnable Cocktail Crawl, Seattle Square, Holiday
	Alliance staff and volunteers working on retail plan for neighborhood and building district capacity to recruit and retain independent retail
	Partner with WSDOT to open tourist/project information center in neighborhood
2012	Increased communication and outreach to businesses and residents
	Increased use of social media and advertising
	Increased marketing, advertising and First Thursday promotion; November & December bus and billboard campaign
	Phase 1 of Retail Recruitment project launched November 1st; building neighborhood capacity to recruit and retain independent retail
	In partnership with WSDOT opened Milepost 31; tourist/project information center December 1st
2013	Increased communication and outreach to businesses and residents
	Increased use of social media and advertising
	Increased marketing, advertising and First Thursday art walk promotion
	Phase 2 of Retail Recruitment project launched May 2012; as of March 2013, 14 new retail leases have been signed

	Viaduct mitigation money used to subsidize parking
B. Research and Inventory the Businesses and Nonprofit Organizations to Understand “Who is in Pioneer Square” and Accurately Characterize the Economy	
2010	Identify desirable new businesses, including missing complementary businesses; develop a marketing and recruitment strategy to fill specific niches
	Develop a system tracking business openings and closings to identify trends in activity and provide data for business outreach efforts
2011	Comprehensive business inventory completed during summer 2010; report of economy distributed
	Analysis of tech cluster completed in June 2011; will be distributed summer 2011
	Business inventory will be updated during 3rd and 4th quarters of 2011
2012	Comprehensive business inventory completed during December 2011
	Analysis of tech cluster completed in June 2011 and report distributed
2013	Comprehensive business inventory completed annually
	Building robust internal system for tracking neighborhood businesses
C. Meet with Businesses Individually and In Groups to Engage Them, Solicit Their Needs for Business Retention and Expansion	
2010	Reach out to the companies and institutions in Pioneer Square to obtain their support and engagement
2011	Business needs solicited in annual survey
	More frequent and formal neighborhood updates have begun
	Alliance hosted numerous neighborhood forums: Trail to Treasure, King Street Station Hub, AWVRP, Parking, etc.
2012	Alliance and Pioneer Square BIA hosted quarterly business mixers
	Alliance and tech companies started quarterly tech mixers
	Alliance staff and volunteers meet regularly with new and existing businesses
	More frequent and formal neighborhood updates have begun
2013	Alliance and Pioneer Square BIA hosted quarterly business mixers
	Alliance staff and volunteers meet regularly with new and

	existing businesses
	More frequent and formal neighborhood updates continued
Goal #2: Build the Neighborhood's Organizational Development and Advocacy Capacity	
A. Support Public Civility Improvement Efforts	
2010	Convene and support a community/city workgroup focused on public civility and the creation of adequate public facilities (e.g., public restrooms) in Pioneer Square
	Encourage broad participation in forums for human service providers to address gaps in services, improve coordination, and encourage best practices
	Advocate for improved standards for social service agency responsibilities regarding clients outside their buildings and in the neighborhood
2011	Civility steering committee working on access, signage, and development of public restroom facilities for the neighborhood. Will be included on 2011 Neighborhood Map & Guide
	Alliance hosted meeting with human services CEO's; began dialogue on common interests and creating a civil environment for all
2012	Civility steering committee working on access, signage, and development of public restroom facilities for the neighborhood. Public restrooms included on 2011 Map & Guide. Restroom feasibility study proceeding
	Alliance working with interdepartmental team to address issues of street civility and public safety
2013	Alliance worked with Center City Initiative to address issues of street civility and public safety
	Civility steering committee worked on siting of public restroom facilities for the neighborhood
B. Address Mismatched Boundaries	
2010	Align the mix of boundaries and overlay zones – Metropolitan Improvement District (MID), Business Improvement Area (BIA), Historic District – to create a more cohesive identity of the business district
	Expand the BIA Boundaries to match the Historic District boundaries to improve service delivery and leverage of resources
2011	Outreach begun to increase Business Improvement Area (BIA) board

	In partnership with Seattle's Office of Economic Development (OED), working with BIA consultant; analysis of assessment methodology and plan for changes by December 2011
2012	Doubled size of BIA Ratepayer Board
2013	In partnership with OED, working with BIA consultant; implement plan for assessment and boundary changes during 2012
	Background work completed; outreach currently underway to expand boundary and new assessment methodology for BIA
C. Host Forums and Events to Hear Ideas and Generate Discussion in Support of Economic Development	
2010	Meet quarterly with the stadiums to promote awareness of stadium impacts and improve the partnership with the neighborhood
2011	Economic Restructuring Committee meets monthly to enhance business recruitment and retention
	Alliance hosted numerous neighborhood forums including; by request, quarterly business mixers
2012	Business and Tech mixers
	Alliance hosted numerous neighborhood forums including parking and construction impacts
	Web site technical assistance provided in collaboration with Google
2013	Business and Tech mixers held
	Alliance hosted neighborhood forums including construction impacts, streetcar, tunnel boring machine, unreinforced masonry, and waterfront design
	Web site technical assistance provided in collaboration with Google
D. Develop Relationships with the Nightclubs	
2010	Participate in nightlife workgroups to encourage best practices, improved coordination and safety
	Implement a program through the MID of private security funded by club owners to support a safe and healthy nightlife
2011	Alliance, City, Nightclub meetings have begun
2012	Nightclubs represented on Pioneer Square BIA board
2013	Nightclubs represented on Pioneer Square BIA board

Goal #3: Focus on the Districts historic Building Assets and Enhance the Built Environment	
A. Increase Residential Development and Density in Pioneer Square	
2010	Build relationships with property owners and developers; convene key partners and facilitate advancement of major development opportunities
	Advocate for specific incentives needed to create more residential space in the neighborhood
	Target smaller, infill projects in key areas needing improvement
2011	Support for North Lot Development
	Supported the development of a new residents council
	In-fill projects much more likely with Livable South Downtown passage
2012	North Lot Development broke ground; work continues
	Alliance provided support to 200 Occidental development
	On-going support and collaboration with residents council
2013	North Lot Development (Stadium Place) leasing to begin later in 2013
	Alliance provided support to 200 Occidental development
	On-going support and collaboration with Pioneer Square Residents Council
B. Address Vacant, Dilapidated, and Underused Buildings	
2010	Activate storefront windows with art, fashion, history and design displays, including working with the City's Office of Arts and Cultural Affairs on this initiative
	Engage property owners directly in efforts to improve the appearance, tenancy, and upkeep of the District
	Develop targeted strategies for each dilapidated, neglected building in the Square
	Identify, inventory, and map neglected buildings. Use the building inventory done for the Livable South Downtown effort as a starting point
2011	Launched Storefronts Seattle in August 2010 to activate vacant storefronts; program continues with increased funding
	Facilitated the public mural on the Metropolis building

	Completed inventory and map of dilapidated and neglected buildings; outreach to owners underway
2012	Storefronts Seattle program to activate vacant storefronts continues
	Completed inventory and map of dilapidated and neglected buildings; outreach to owners on-going
	Graffiti audit conducted and reported to City January 2012
2013	Completed inventory and map of dilapidated and neglected buildings; outreach to owners on going
	Graffiti audit conducted and reported to City December 2012
C. Support Implementation of the Livable South Downtown Plan	
2010	N/A
2011	Livable South Downtown Plan passed
2012	Livable South Downtown Plan passed
2013	Livable South Downtown Plan passed
D. Advocate for the Maintenance, Improvement, and Activation of Public Spaces	
2010	N/A
2011	Alliance Design Committee meets monthly to address issues of built environment and public space
	Partnership with Center City Parks for Occidental Square Park activation and staffing
	Partnership with DSA/MID on neighborhood clean and safe activities
	Partnership with Alley Network for creating more pedestrian friendly, usable green ways in the neighborhood
	Design committee partnered with City for inventory and replacement plan for sidewalk prism lights.
2012	Alliance Design Committee meets monthly to address issues of built environment and public space
	Partnership with Center City Parks for Occidental Square Park activation and staffing
	Partnership with DSA/MID on neighborhood clean and safe activities

	Partnership with Alley Network for creating more pedestrian friendly, usable green ways in the neighborhood
	Alliance obtained 4Culture funding for a shovel ready model of repair and maintenance of sidewalk prism glass
2013	Partnered with Center City Parks for Occidental Square Park activation and staffing
	Partnered with DSA/MID on neighborhood clean and safe activities
	Partnered with Alley Network for creating more pedestrian friendly, usable green ways in the neighborhood
	Alliance obtained 4Culture funding for a shovel ready model of repair and maintenance of sidewalk prism glass
	Coordinated with SDOT regarding construction
Goal #4 Effectively Market, Brand, and Promote Pioneer Square	
A. Develop a Comprehensive PR, Marketing and Branding Strategy for Pioneer Square	
2010	Brand Pioneer Square as a cool, artsy neighborhood and destination
	Communicate the Square's architecture as "one of the great historic districts in America"; create materials to illustrate the quality, scale, and value of the buildings
	Consider partnering with organizations focused on historic preservation or architecture – Main Street Organization or Seattle Architecture Foundation
	Build on the First Thursday Art Walk to attract more and new people to the Square
	Promote the District's accessibility by transit. Develop a strategy to leverage the area's transit hubs, and attract pass-through commuters to the District's restaurants and shops
	Take advantage of free resources offered by the Seattle Mariners, including ads in the Mariners' magazine, free tables in the concourse and pre-game video presentations
2011	Alliance staff have seen the beta for new branding; launch July 2011
2012	New branding for the neighborhood, Pioneer Square BIA, and the Alliance launched July 2011
	Advertising campaign

	Holiday promotions and events in collaboration with DSA/MID
2013	Streamlined social media program
	Advertising campaign targeted for summer and fall 2013, paid for with viaduct mitigation money
	Holiday events and promotions in collaboration with Downtown Seattle Association (DSA) and the International Sustainability Institute (ISI)
B. Develop a Communications Plan that Builds on the Square's Unique Mix of Assets	
2010	Create and implement a media strategy; generate positive stories about the neighborhood
	Communicate Seattle's cultural and historical heritage, including existing venues and events, such as the Square's specialty walks, museums, historical plaques. Utilize the expertise of the National Park Service in historic interpretive exhibits
	Work with neighboring districts (International District, Downtown and the Waterfront) to coordinate messages and leverage resources
	Provide information and on-site experiences to other neighborhood associations, highlighting the architecture, gallery, retail, and restaurant assets
2011	Increased positive relationships with the media; telling a new story about Pioneer Square
2012	Increased positive relationships with the media; telling a new story about Pioneer Square
2013	Continued to increase positive relationships with the media; telling a new story about Pioneer Square
	Promoted subsidized parking availability in the neighborhood with DowntownSeattleParking.com in collaboration with waterfront stakeholders, DSA, SDOT, and WSDOT
	Developed First Thursday Art Walk free parking program in collaboration with SDOT and WSDOT, using viaduct mitigation money
C. Support the Trails to Treasure Program	
2010	Continue to support the development of a recreational and interpretative trail through Pioneer Square, celebrating Seattle's early history
2011	Trail to Treasure (T2T) Master Plan completed, walking map printed and launch event held May 20, 2011
	T2T advisory committee to meet during June 2011 to define

	next steps
	Neighborhood Walking Tours available Summer 2011
2012	Trail to Treasure guided walking tours during summer 2011
	Trail to Treasure kiosks for neighborhood under design
	Content for next layer of history and stories being developed for audio tours and others adaptations
2013	Trail to Treasure guided walking tours during summer 2012
	Trail to Treasure waysides for neighborhood delivered and ready for installation
	Second round of waysides under developmen as well as planned new website with support from viaduct mitigation money

City	
Goal #1: Support Pioneer Square's Historic Buildings and a Positive Development Environment	
A. Facilitate Development and Adaptive Reuse Incentives	
2010	Enact South Downtown zoning incentives that are adequate to help increase residential density
	Convene the development community to better understand potential incentives and barriers to residential development
	Use the City's tools and invest in incentives to help increase residential development
	Expedite development projects through the City's permitting process and streamline preservation board process to eliminate unnecessary red tape
	Explore whether the current housing levy could fund improvements in the District
	Commit to consistent enforcement of existing historic preservation guidelines
2011	South Downtown rezone legislation was adopted on April 25, 2011 to increase residential density
	North Lot mixed-use development project is under consideration for New Markets Tax Credits financing. This funding will dramatically improve the financial feasibility of the project
	City restoration of the King Street Station is fully funded (\$50 million) and the final phase is underway
2012	North Lot Project (Stadium Place) is under construction. The first phase will produce 513 units of housing. The east block project is under design and is slated to be developed as a hotel and office project. The City's Office of Economic Development (OED) is investing federal New Markets Tax Credits to support the

	<p>commercial portion of the North Lot project. The credits will result in \$1.7 million in equity and \$7.2 million in low-cost debt financing to help move the project forward. City staff worked with King County and the Public Stadium Authority to resolve remaining issues preventing the project from moving forward.</p>
	<p>The City's Department of Transportation (SDOT) and Department of Neighborhoods (DON) worked with the Alliance for Pioneer Square to support a student project that inventoried all sidewalk glass prisms above areaways. The Alliance received funding from 4Culture to create a model for repair and maintenance of prism glass.</p>
	<p>Pioneer Square Preservation Board staff reviewed and approved 23 projects in 2011.</p>
	<p>City staff resolved eight code violation issues in 2011 and initiated 10 new cases.</p>
2013	<p>The 619 Western building is applying for Federal Historic Rehabilitation Tax Credits through the National Parks Service and the local Special Tax Valuation for Historic Properties. The Department of Neighborhoods (DON) was able to advocate for building code relief.</p>
	<p>The proposed 200 Occidental Ave project (next to Occidental Park) is under review by the Pioneer Square Preservation Board and a code amendment is being proposed to allow for an alternative public benefit – public bathrooms, to gain increased height. Code amendment was supported by the Pioneer Square Preservation Board (PSPB).</p>
	<p>In 2012 seventeen projects were able to be streamlined by going through administrative review.</p>
B. Address Vacant and Blighted Buildings	
2010	<p>Engage property owners directly in efforts to improve the appearance, tenancy and upkeep of the District</p>
2011	<p>The Department of Planning and Development (DPD), the Office of Arts and Cultural Affairs (OACA), and the Office of Economic Development (OED) collaborated with the Alliance for Pioneer Square (APS) on the Storefronts Seattle project – putting art in vacant retail spaces to enliven neighborhood streetscapes, make spaces more attractive to prospective tenants and provide opportunities for artists to display their work.</p>
2012	<p>The Storefront Seattle project received a \$20,000 Neighborhood Matching Fund award. The Office of Arts and Cultural Affairs (OACA), the Department of Planning and Development (DPD), and the Alliance are project steering committee members.</p>
2013	<p>North Lot west block podium and west and south tower were approved by the PSPB and the project is now under construction. The east block is under review by the PSPB.</p>

	The 619 Western building rehabilitation was approved by the PSPB and is now under construction.
	Johnson Plumbing building (Stadium Terrace) project is under review by the PSPB.
	Plans for restoration of the Washington Street Boat Landing are under review by the PSPB.
	Worked with nine businesses or building owners to address compliance issues
C. Implement Supportive Building and Energy Code Provisions	
2010	Develop performance-based energy code provisions for historic buildings, based on national models
	Investigate the New Jersey rehabilitation building code for adaptive reuse
	Evaluate the St. Louis model of matching Federal tax breaks with State tax incentives
2011	DPD is working with the Preservation Green Lab (PGL), a program of the National Trust for Historic Preservation, to develop performance-based energy codes for existing and historic buildings. PGL is looking for a pilot project to test performance-based approaches, and it is very interested in a project in Pioneer Square. Building owners can realize reductions in operating costs with an easier pathway to investing in deep energy efficiency retrofits and save operating dollars
2013	Pioneer Building installed interior storm windows and has been recognized as a great example of increasing energy efficiency while maintaining historic character.
Goal #2: Provide Economic Development Support and Investment	
A. Identify New and Emerging Clusters; Recruit Complementary Businesses	
2010	Support community's efforts to grow complementary business clusters, including creative and technical services
2011	The Office of Economic Development (OED) awarded a \$100,000 grant to the Alliance for Pioneer Square (APS) to implement its economic development strategies including supporting business and retail development by: <ul style="list-style-type: none"> - Attracting businesses through a retail attraction plan and materials, and - Helping the businesses organize themselves and sustain these activities by improving the Business Improvement Area (BIA) assessment and boundaries.
	Pioneer Square broadband infrastructure improvement will retain and attract high tech businesses
2012	New businesses that have recently located to Pioneer Square

	include digital storage company Isilon, online retailer Blue Nile, game developer Zynga, and Jones Soda.
2013	The Office of Economic Development (OED) awarded Only in Seattle Initiative grants to the Alliance for Pioneer Square (the Alliance) to fund implementation of all elements in this Action Plan. The Alliance received \$100,000 in 2011, \$120,000 in 2012 and will receive \$100,000 in 2013.
	Using OED's funding, the Alliance has developed and executed an aggressive retail attraction strategy, which helped to attract and support development of a number of new businesses and restaurants to Pioneer Square, including Matt Dillon's Bar Sajor, London Plane and Indigene; E. Smith Mercantile; Gaba Sushi; Il Corvo Pasta; Rain Shadow Meats Squared; Tinello; and The Lodge.
	OED provided consulting support in 2012 and 2013 for the Alliance to evaluate its Business Improvement Area assessment and boundaries to increase the sustainability of the Action Plan work.
B. Align the City's Business and Economic Development Activities to Support Pioneer Square's Business Climate and Activity	
2010	Provide staff and financial support for the strategies in this plan and assist in their implementation, including expansion of BIA Boundaries and Trails to Treasure funding
2011	The Office of Economic Development's grant to the Alliance for Pioneer Square includes strengthening the attractiveness and appeal of the neighborhood through clean and safe programs and marketing and promotion activities such as: <ul style="list-style-type: none"> - Organize and advertise events to draw people into the district: Art in the Park, Salsa Saturdays, Holiday retail promotion, Alley events, Seattle Square Market and more - Complete the neighborhood branding with new website and materials - Replace historic sidewalk lights
	The Department of Neighborhoods (DON) provided \$85,000 in Neighborhood Matching Funds to support the community's Trail to Treasure historic walking tour.
2012	For 2012, OED will invest \$120,000 in the Alliance to support retail recruitment, neighborhood marketing during viaduct replacement construction, and expansion of the current "Business Improvement Area" boundaries.
	In addition to the direct investment, OED will feature Pioneer Square in it's Only in Seattle neighborhood marketing campaign.
	The City worked with artists displaced from the 619 Western Building, and funded the Artist Space Assistance Program (ASAP)

	to provide relocation and placement services for artists and arts organizations seeking affordable studio, live/work, exhibition, performance and/or rehearsal space.
	The Seattle Square market operated in Occidental Park during July and August. The City invested \$6,000 in Neighborhood Matching Funds in the project.
2013	The OED's Only in Seattle grant to the Alliance supports all elements in the Action Plan, including organizational development, marketing and promotion, appearance and pedestrian environment, business and retail development and safety and civility.
	In 2013, the Alliance is also receiving an Only in Seattle "City Infrastructure" award that will provide \$80,000 in improvements to the pedestrian environment including: expand holiday lighting south of King Street, restripe crosswalks, trim 1st Avenue median trees, and install signature bike racks.
C Support Economic Activity Data Collection Efforts	
2010	Provide data collected by the City's Department of Executive Administration on business opening and closings in Pioneer Square
2011	OED has prepared a survey and inventory of Pioneer Square's businesses and currently provides a summary of the B&O activity in the neighborhood by business category annually
D. Experiment with Getting Information on New Businesses from the Business license Database	
2010	Provide notice when a new business license is received, as happens now with liquor licenses
Goal #3: Provide Supportive Utility, Parking, and Transportation Infrastructure	
A. Ensure Effective Utility and Technology Systems	
2010	Take the lead in identifying and executing an investment strategy that delivers reliable broadband to Pioneer Square
	Engage with Comcast to provide improved broadband service
	Work with Seattle City Light to improve neighborhood lighting and troubleshoot neighborhood lighting issues. Ensure that lights that burn out are quickly repaired, and at a minimum, determine expected service response times
2011	The City installed conduit along First Avenue for future use by the City and King County Metro. The City is making the excess capacity in the conduit available to internet service providers.
	The City issued a Request for Proposal aimed at internet service providers interested in leasing the excess conduit space in order to offer fiber based broadband Internet in Pioneer Square. The Request for Proposal process resulted in a proposal from Comcast to install fiber and offer fiber based internet services

	<p>along First Avenue South in Pioneer Square. The City will begin negotiations with Comcast and anticipates service to be available in fall 2011. Pioneer Square businesses and residents will now have the ability to obtain dramatically faster internet services which creates opportunities to enhance the economic environment.</p>
	<p>Seattle City Light (SCL) has committed to completing routine street light repairs within 10 working days. For more complicated repairs, City Light will provide estimated repair times. Customers can track progress online at www.seattle.gov/light</p>
	<p>City Light is improving power service and reliability to Pioneer Square and the downtown core through its replacement of transmission and distribution cables. In 2010, Pioneer Square underground vaults were upgraded in anticipation of new distribution lines.</p>
	<p>City Light is providing additional performance improvements with shortened service connection scheduling for those customers who need service installation or service improvements.</p>
2012	<p>City departments collaborated to provide an opportunity to upgrade broadband capabilities along 1st Ave. S. The chosen service provider, Comcast, is working with the owners of 14 buildings along 1st Ave. S. in order to gain access to building tenants via the areaways. If successful Comcast anticipates providing broadband service to 50 new customers</p>
	<p>Over the summer, Seattle City Light (SCL) constructed a new duct bank along 1st Ave through Pioneer Square and rebuilt a vault on 2nd Ave Extension and Main Street. The duct bank construction on 1st Ave is complete and paving by SDOT is also complete</p>
B. Support Transportation Improvements and Mitigation	
2010	<p>Implement the streetcar line extension through Pioneer Square</p>
	<p>Effectively manage and coordinate implementation of mitigation efforts around the Alaskan Way Viaduct construction and other major construction projects in the Square</p>
2011	<p>First Hill Streetcar line will serve Pioneer Square, providing a link to the Chinatown/International District, Yesler Terrace, First Hill and Capitol Hill.</p>
	<p>Seattle Department of Transportation (SDOT) has started a community engagement process about how to activate King Street Station along with other development projects (King Street Station Transportation Multimodal HUB Area planning).</p>
2012	<p>City has reaffirmed that the new streetcar will serve Pioneer Square with a stop at S. Jackson St. and 2nd Ave. S. Construction begins this year</p>
	<p>The City acquired King Street Station in 2008 and has been</p>

	<p>making continuous improvements. The next phase of construction will consist of building and clock tower seismic retrofit, mechanical/electrical/plumbing systems distribution, and select interior and exterior restoration, including the restoration of the ornamental plaster in the main waiting room. Construction began in March 2011 and will be completed in 2Q 2013</p>
	<p>The King Street Station transportation hub area planning project is completed, and has won a Seattle Design Commission award.</p>
	<p>The City continues to support alley activation activities. "Nord Alley" is in the process of being designated as a Festival Street, which will significantly streamline the permitting process for events. City staff are also supporting the ongoing Alley Network project</p>
	<p>A Neighborhood Project Fund award will allow installation of two pedestrian activated crossings on 1st Ave. S.</p>
	<p>City staff participated in the federal "Section 106" process related to mitigation for impacts from the Deep Bore Tunnel project, and a "Memorandum of Agreement" has been executed. The "Milepost 31" project information center is open on 1st Ave. S</p>
	<p>A stakeholder group work session is being scheduled to provide community input on connections to the Central Waterfront</p>
2013	<p>The City acquired King Street Station in 2008 and has been making continuous improvements. The current phase of construction consists of building and clock tower seismic retrofit, mechanical/electrical/plumbing systems distribution, and select interior and exterior restoration, including restoration of the main waiting room. Construction began in March 2011 and will be completed in 2Q 2013.</p>
	<p>Construction continues on the First Hill Streetcar, with its western terminus station to be constructed in Pioneer Square at S Jackson St & Occidental Ave. S. Utility work along S Jackson St which must be completed before the rails can be installed is nearing its completion. Construction is scheduled to continue into early 2014.</p>
	<p>Alleys-the neighborhood's Alley Corridor Project was awarded a \$91,775 Neighborhood Matching Fund grant. Nord Alley was designated as a "Festival Street" in February 2012. Events are now held at least monthly, as part of Pioneer Square's First Thursdays.</p>
	<p>Pioneer Square is participating in the Seattle Department of Transportation (SDOT) Public Space Management Program and Task Force that will make recommendations for ways to activate the public realm.</p>

C. Effectively Manage Parking Supply and Demand	
2010	Review the quantity and location of on-street parking spaces. Identify opportunities to free up spaces for shopping and visitor use
	Manage Sunday parking to free up short-term spaces for shoppers and visitors
	Implement real-time parking availability signs
2011	SDOT is currently updating its 2010 parking study to assess the effects of the recent parking rate changes. The goal is to achieve an average of one to two available spots per block, to create parking turnover to help business customers. SDOT will use this data to determine if rate adjustments are needed in 2012.
	Extended paid parking into the evening in Pioneer Square will be delayed until 2012, to allow SDOT to collect additional data in 2011.
	E-Park launched in September 2010 in the Commercial Core and will expand to Pioneer Square in 2011-2012.
	The Pioneer Square/Commercial Core rate boundary will be moved from Yesler Way to Columbia Street, in recognition of the traditional neighborhood boundary. This will lower rates at about 20 pay stations to \$3.50/hour from \$4/hour.
2012	The City has approved a community request that parking be allowed on Pier 48 until March 2012 when the pier will then be used for construction staging by Seattle Tunnel Partners.
	To address community concerns related to long periods where on-street parking is taken out of service for construction or other activities, SDOT will use no parking easels, with exact dates and hours of no parking listed. This will allow parking spaces to reopen more quickly when construction activities are not taking place.
	The Deep Bore Tunnel project has significant impacts on neighborhood parking resources. WSDOT and SDOT are working with the Alliance and other neighborhood stakeholders to implement parking strategies to mitigate these impacts, such as short-term parking on Pier 48 and in the garage at 1st and Columbia; marketing to promote that businesses are open during construction; and vehicle way finding along Alaskan Way to aid motorists looking for parking and other waterfront/Pioneer Square destinations.
2013	The Deep Bore Tunnel project has significant impacts on neighborhood parking resources. WSDOT and SDOT are working with the Alliance and other neighborhood stakeholders to implement parking strategies to mitigate these impacts, such as short-term parking on Pier 48 and in the garage at 1st and Columbia; marketing to promote that businesses are open during construction; and vehicle way finding along Alaskan Way to aid motorists looking for parking and other waterfront/Pioneer

	<p>Square destinations.</p> <p>Mitigation strategies being implemented in the neighborhood include:</p> <ul style="list-style-type: none"> - Coordination with constrictors and others working in the neighborhood to limit parking impacts to the extent possible - Parking validation event on First Thursdays. Visitors of the gallery event can get up to four hours of free parking at any one of three participating parking garages. Support from WSDOT and SDOT includes staffing, funding for marketing and collateral materials, and reimbursing facilities for validated parking - Low-rate parking available at private garages. Both the 1st and Columbia Garage and the Merrill Place garage offer parking at \$3 per hour for stays of up to four hours. This effort highlights available and affordable parking in the Pioneer Square neighborhood. The program also includes new signs and physical improvements - In early summer, SDOT, in partnership with WSDOT and the Alliance, will launch the Community Parking Program in the Pioneer Square neighborhood to engage businesses and residents in studying on-street parking conditions and generating recommendations to improve customer access to on-street parking spaces. - Vehicle way-finding to the Pioneer Square neighborhood will be improved this March through the installation of neighborhood way-finding signs. Vehicle way-finding to parking within the neighborhood will also be improved this summer through the installation of dynamic e-Park signs in the right-of-way and at participating garages.
	<p>Goal #4: Ensure an Environment of Public Safety Experience and Perceptions</p>
	<p>A. Improve Public Safety Experience and perceptions</p>
2010	<p>Prioritize City actions and strategies to increase the perception of public safety</p>
	<p>Create a taskforce to establish public restroom facilities in the neighborhood that are suitably sited and staffed</p>
	<p>Establish clear policies and follow-up with strong enforcement to address open air drug markets</p>
	<p>Continue to activate public space, such as Seattle Parks and Recreation's summer arts program in Occidental Park</p>
	<p>Improve enforcement of noise ordinance at night, in particular between the hours of 12 a.m. and 3 a.m.</p>
	<p>Conduct CPTED (Crime Prevention Through Environmental Design) in areas of greatest need to deter drug dealing and other illegal activity</p>
	<p>Convene nightlife establishment to encourage best practices and improve coordination, including implementing a broader</p>

	<p>program of private security funded by club owners to support a safe and healthy nightlife Continue to support and advance the memorandum of understanding for nightclubs</p>
2011	<p>The Department of Planning and Development (DPD) and the Alliance for Pioneer Square (APS) have convened a community task force to explore public restroom options, a community priority.</p>
	<p>Art sparks – Seattle Parks Department and Seattle’s Office of Arts and Cultural Affairs (OACA) continue highly successful programming in Occidental Park.</p>
	<p>Seattle Police Department (SPD) increased its walking patrols at the beginning of April 2010. SPD routinely conducts undercover drug operations at Fortson Square and other locations in Pioneer Square, resulting in the arrest of chronic drug dealers.</p>
	<p>Nighttime amplified noise regulations were recently established targeting chronic offenders while finding a good balance between residents and business owners.</p>
2012	<p>City staff are working with community partners to analyze the feasibility of developing safe, accessible public restroom facilities for Pioneer Square. Two sites currently under consideration include the Fire Station Headquarters building and the development of a kiosk in Occidental Park.</p>
	<p>City departments are working with Pioneer Square partners to explore a Restorative Justice Pilot program that would bring a special enforcement focus on individuals committing civility infractions. The Municipal Court’s Community Court program can connect individuals cited for low level civility infractions to needed services.</p>
	<p>SCL completed a patrol of street lighting in Pioneer Square area and identified 18 lights that were out and need to be repaired.</p>
	<p>The Seattle Police Department (SPD) has deployed four dedicated foot beat officers to Pioneer Square for 2nd watch. These are augmented by regular car patrols and bike patrols. On 3rd watch, patrol officers are also directed to stop and patrol problem areas on foot. Anti-Crime Teams (ACT) have recently targeted the area for buy-bust operations to address drug dealing problems. SPD has worked in concert with the City’s Human Services Department (HSD) and SDOT to address the encampment issues. Prior to any enforcement action, extensive outreach was done for those persons living on the street to find them alternatives to camping under the freeway, particularly along James and Cherry Streets. Many individuals took the opportunity to accept services and the areas were cleaned up and remain tent-free. SPD continues to work with the City’s HSD Director to use a holistic approach in dealing with the homeless population, as well as those individuals who are constantly involved in civility type crimes</p>

2013	The Seattle Police Department (SPD) has analyzed crime and calls for service data to determine crime concentrations based on time of day. Officers are assigned to these "hot spots" using directed patrol 24 hours per day which involves short duration foot beats. The cost of this tactic has significantly reduced criminal activity and calls for service at these "hot spots" and throughout Pioneer Square.
	SPD has effectively used the newly revised Parks Trespass Warning and Exclusion program to target disorderly and anti-social behavior
	A dedicated squad of bicycle and foot beat officers has focused work during daytime hours to address criminal and anti-civil behavior. Early morning and night shift officers also regularly patrol problem areas on foot.
	The West Precinct Anti-Crime Team has conducted multiple buy-bust and buy-and-slide operations to combat open-air drug use and drug dealing.
	The SPD Crisis Intervention Team focused its efforts on individuals who commit frequent crimes in Pioneer Square, and who have underlying mental health issues to find a pathway to treatment utilizing resources such as the Crisis Solutions Center.
	The West Precinct is working closely with the Human Services Department to find effective and holistic solutions for individuals with mental health, substance abuse, and chronic homeless issues. An outreach pilot model has been partially funded with work beginning late 1Q 2013.
	Two new members from Pioneer Square have been recently added to the West Precinct Advisory Council.
B. Improve Human Services Programs and Strategies	
2010	Formally establish/uphold a moratorium on funding new or expanded human services
	Develop standards for social service agency responsibilities regarding clients outside their buildings and in the neighborhood
	Convene the District's human service agencies and organize efforts to discuss current needs and issues, and develop a plan to address gaps in services, improve coordination, and encourage best practices (joint City/Community Strategy)
2011	The Mayor's Office, DPD, Human Services Department (HSD) and SPD worked with APS, Real Change, and the Seattle/King County Coalition on Homelessness to address chronic camping issues at Masin's Furniture.
	DPD and APS have convened a roundtable forum to better engage human service providers in the Pioneer Square neighborhood. HSD and the Compass Center are co-chairing.
2012	HSD will introduce enhanced requirements for service provider responsibility for the behavior of their clients outside of service facilities.

2013	Central City Initiative-Pioneer Square has been an active participant in the Mayor's Central City Initiative that has brought together a broad range of interests across downtown to address environment disorder and incivility.
	the following projects are underway:
	Criminal justice system enhancement SPD, the City Attorney and Seattle Municipal Court are collaborating in finding more effective strategies to address civility problems and criminal behavior and infraction. The goal is to provide diversion services for those who need treatment and better accountability for others.
	Effective outreach and engagement with street populations
	Moving people from shelter to stable housing
	Legislative advocacy to increase resources for those in need who are impacting the street environment
	Addressing unpermitted public food distribution
City staff is working with a neighborhood steering committee on finding a site for a public restroom facility in Pioneer Square.	

국 문 초 록

참여형 커뮤니티 계획의 정책지원 사례연구

1990년대부터 2010년대 사이의 시애틀시 파이어니어 스퀘어 역사지구를 중심으로

서울대학교 대학원 건축학과 고 민 정
지도교수 박 소 현

역사지구의 지정은 역사문화재로 가치가 있는 건축물군에 대한 물리적 환경 보존을 1차적인 목표로 한 제도적 장치로서 그 역할을 훌륭하게 수행하고 있으나, 보존의 개념은 물리적 환경의 보존을 넘어 그 지역에 거주하는 공동체 삶의 지속가능성까지 확보하는 방향으로 확대되고 있다. 1970년에 지정된 미국 워싱턴주 시애틀시의 파이어니어 스퀘어 역사지구 역시 같은 과정을 거쳐 지금에 이르고 있다. 하지만 역사지구 지정으로 물리적 보존을 이루어낸 후, 다수의 역사지구가 그러하듯 파이어니어 스퀘어 역사지구 역시 이러한 다양화된 사회적 요구에 노출되어 있으나, 효과적으로 대응하며 성공적인 진화를 하고 있다고 평가 받고 있다.

본 연구에서는 주민참여정책의 관심이 높아지는 가운데 주민참여들이 참여하여 만들어진 근린계획들의 주체, 구성 내용과 특성에 초점을 맞추어 알아보고자 한다.

1990년 워싱턴 주법으로 제정된 Growth Management Act 이후 파이어니어 스퀘어 역사지구에 적용된 Pioneer Square Neighborhood Plan 1998과 2010년에 공표된 Pioneer Square 2015를 사례로 비교·분석한다. 연구방법은 우선 선행연구 고찰을 통하여 시대별 역사유산의 보존정책과 커뮤니티 개발계획의 흐름을 파악한다. 연방정부, 주정부, 지방정부로 정책의 주체들과 시대간의 관계를 정리하고 주체, 목적, 목표, 내용적 특성을 고찰한다.

1950년대경부터 1980년대 초반까지 나타나는 연방정부의 주도적 보존정책과 커뮤니티 개발 정책은 연방정부의 재정적 지원에 힘입어 활발히 이루어졌으나 1980년대부터 점차 독립적 정책을 구성한 주정부는 지역의 특성에 맞는 정책을 도입한다. 이에 1990년 워싱턴 주정부는 Growth Management Act (GMA), 즉 성장관리법을 제정하였고, 시애틀 시 정부는 Department of Neighborhood (DON)를 창설하였다. 이는 시애틀 시의 더욱 활성화된 근린계획의 구상과 주민참여정책의 활성화의 기반이 된다.

본 연구의 결과 두 계획은 차별성을 가지고 있는데, 첫째 근린계획의

주체 변화이다. 1998년에 공표된 Pioneer Square Neighborhood Plan
는 주 정부 법인 Growth Management Act에서 파생된 근린계획으로
주민들이 계획과정에 참여하는 형태를 띤 bottom-up 정책이었으나
2010년에 공표된 Pioneer Square 2015는 제도적 배경과 법적 보호를
받는 1998년 계획과는 다르게 마을 공동체의 주도로 시작되었다. 역사
지구 내 마을 공동체에서 제안하여 정부가 수락하는 점에서 의의를 가
진다. 둘째 결과물 중심에서 과정 중심으로 내용 구성의 변화이다. 단
시간 내에 결과물로 확인 할 수 있는 물리적 내용 중심에서 주민들간,
또 주민과 지방정부간의 지속적이고 주기적인 회의와 포럼의 구성이 내
용으로 포함되며 과정이 부각되었다. 이를 통해 주민들은 지속적 정보
공유와 주기적 토론의 장을 통한 소통의 중요성을 강조하고 있음을 알
수 있다. 셋째 비물리적 요소의 비중 증가이다. 시설물 개선, 환경 개선,
정비 사업 등 물리적 요소들 중심의 계획에서 경제 활성화와 공동체 활
성화, 지역 마케팅과 브랜드화를 통한 이미지 개선 등과 같은 비물리적
요소들이 높은 비중을 차지한다. 마지막으로 다른 정책들과의 연계이다.
주정부 정책에서 카운티 정부 계획, 시 정부 계획, 근린계획까지 정책
들간의 연계뿐만 아니라 다른 부서들에서 실행하는 정책들간의 연계와
공조를 강조한다.

이와 같은 근린계획의 변화와 계획의 내용적 특성을 제시하고 있다는

점에서 의의가 있다. 본 연구의 한계점은 변화의 원인을 명확하게 알아
내지 못한 점과 계획의 성과물에 대한 평가가 미비하다는 점이다.

주요어: 역사지구, 근린계획, 보존정책, 지역활성화, 경제활성화

학번: 2012-20543