

Planning Board Recommendations

Planning Board Recommendations

Draft Downtown/Waterfront Plan

Developed by the Planning Board from public comments and in cooperation with the Downtown/Waterfront Plan Technical Advisory Committee

General Comments

The overall plan has many positive aspects. The summaries and existing conditions have been properly addressed. One crucial part of the plan - both short term and long term - is the involvement and development of the retail/office businesses. With the major emphasis focusing on the development of the ferry site and development of the waterfront, constant attention must be paid to the present and potential business that can be an effective, vital part of Edmonds. The movement of the ferry may not adversely affect present business, but unless as much attention is paid to this segment as to the other parts of the plan, there will be an adverse effect.

In one part of the plan, the *Development Opportunities for Downtown and Waterfront* addresses a possible “shopping phenomenon” called Festival Retailing which could be a program for excellent store sales. However, it is imperative that city zoning and other ordinances reflect this and are not sacrificed for the benefit of some other part of the master plan. It will be up to business owners and operators to make the program work, but they will need the support that this plan currently provides. It will be up to everyone on the “credits” page to see that this happens.

The plan should be more direct in addressing the linkages between the proposed multi-modal terminal and CBD. During several of our meetings, this subject was discussed and determined to be both difficult and important to be addressed in the plan in the form of design, land use and transportation linkages. This is an important community issue which must be addressed.

There is no transportation section. If not included in the plan here, then specific references to downtown/waterfront needs and improvements should be in the transportation element.

The plan adequately addresses the connection of the CBD to the waterfront except along Main Street. From the Post Office west along Main Street to Bracketts Landing is currently a very weak pedestrian link which needs attention. This situation can be corrected by redevelopment which encourages ground level retail or other uses which would entice people to shop and walk along these 2 or 3 blocks.

While emphasizing connections between downtown and the waterfront, more discussion of the businesses east of 2nd Avenue needs to be included. Continuing the existing character of the downtown needs to be explicitly emphasized.

Although seemingly a minor point, a significant statement needs to be added: the Brackett’s Landing parks should be considered as a single park with a pier, not three separate parks separated by a pier.

More attention should be focused on how removing the ferry holding lanes from their current location between Dayton and Main will free up additional land for redevelopment. This could include a phased development scheme which does not immediately include paving the area for events or parking. Parking considerations should not overwhelm structures, especially in the short-term.

Planning Board Recommendations

Page 8: The drawings include building footprints which are inappropriate for this conceptual plan. Delete the “boxes” from the drawings.

Reference on page 18 to “super ferries” should describe them, such as capacity, size, etc.

A decision point should be included in the timeline on the last page for when or if UNOCAL property acquisition is to be considered.

The fish hatchery should be acknowledged... e.g. that it will not be disturbed.

Reference to “senior center” for the UNOCAL property should be more generic, e.g. “residential” use.

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I. Executive Summary

Purpose

Downtown Edmonds stands at a critical juncture in its history. Now, more than ever before, the community has a chance to determine the future course of its downtown/waterfront area. In forging a new direction for the downtown, the citizens of Edmonds face many challenges and opportunities, including relocating and expanding its Ferry Terminal, solving transportation problems, better use of shorelines, strengthening the connections between the downtown and the waterfront, improving public access and encouraging positive downtown redevelopment. How the city responds to these challenges and opportunities will determine, in large measure, the character and quality of its central waterfront and the larger community as a whole.

The purpose of this plan is to set a new planning direction for Edmonds' downtown and waterfront. To accomplish this, the plan aims to:

- Translate citizens' goals into a unifying vision for the downtown's future;
- Build a public consensus for concerted action; and
- Identify a strategy that organizes public and private action in ways which will make the community's vision a reality.

Issues

While the Edmonds downtown waterfront district currently faces many problems and potentials, no element is more central than the Washington State Ferry Terminal. Steadily growing ferry traffic has caused increased congestion and environmental difficulties. The ferry holding area is a barrier between downtown and the waterfront, constraining citizens' access and restricting cohesive downtown development. At the same time, ferry traffic has helped some businesses to grow, especially local restaurants.

While the community has over the years coped with both the advantages and disadvantages of ferry traffic, it appears that projected ferry ridership increases will produce debilitating impacts to the community's ability to utilize its shoreline resources and to effectively achieve its planning objectives. Projected growth in both ferry and rail ridership points to the increased potential for conflict and safety problems along the waterfront unless there is grade-separation (with a bridge or underpass) between different transportation modes. Because of these reasons, the City Council confirmed, in January 1993, to pursue a new multimodal rail/ferry/auto/bus transportation center at Point Edwards. The Point Edwards site was selected as a first choice after examining the development feasibility and potential impacts of several options. Not only does the Point Edwards site eliminate the conflict between rail and ferry, and reduce the constraints to downtown viability, it provides the opportunity to construct a regionally important transportation facility. This plan reflects the Council's policy direction and illustrates the implications of ferry terminal relocation.

I. Executive Summary

While the Point Edwards option provides the desired long term potential, it does require that the City address near-term issues resulting from the ferry terminal's relocation. The ferry dock relocation and construction of a multimodal center will require at least 5 to 10 years in order to prepare the site for redevelopment, secure the funds, and plan and design the new facilities. In the meantime, ferry traffic impacts will increase dramatically, restricting development of non-ferry related business and generally lowering the desirability of downtown as the community's center. When the ferry terminal does relocate, businesses which have benefited from the traffic will be disadvantaged and must adapt to the new circumstances. This transition is complicated by the lack of economic support from new businesses and residences which will not be able to redevelop until after the ferry terminal moves. In order to deal with the transition caused by the ferry terminal relocation, this plan proposes both a near-term (5-year) and a long-term (10-15 year) strategy.

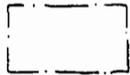
Strategy

Fortunately, there are short term and long term actions the community can take to avoid this potential dip in civic vitality. The study identifies a two-phased downtown waterfront redevelopment strategy. The first phase includes actions taken before the ferry terminal relocation to mitigate the increased traffic impacts and set the framework for subsequent redevelopment after the terminal's relocation. The second phase is aimed at comprehensive redevelopment to link the downtown with the waterfront, better utilize shoreline resources, increase economic viability and provide the setting for a broad range of community functions. The elements in this two-phased strategy follow on the next page.

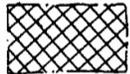
I. Executive Summary

Edmonds Downtown/ Waterfront Plan

North



Port Area: upgrade marina and shoreline access as per Port Plan



Downtown redevelopment opportunities oriented toward waterfront



Shoreline area: emphasis on public access and water-oriented uses



Redevelopment on Point Edwards site



Continuous shoreline esplanade



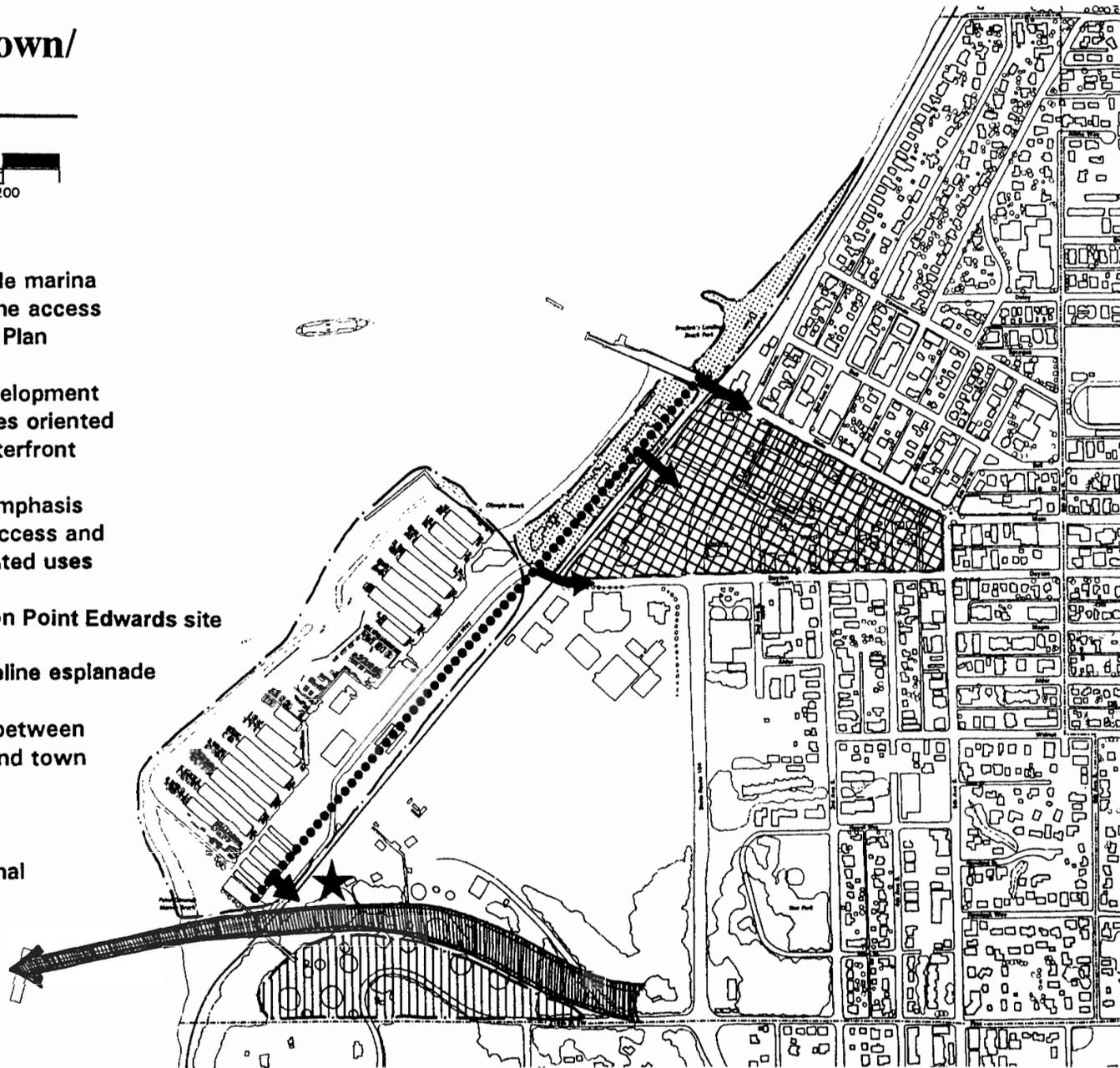
Pedestrian links between shoreline and town



New ferry dock



Intermodal terminal



I. Executive Summary

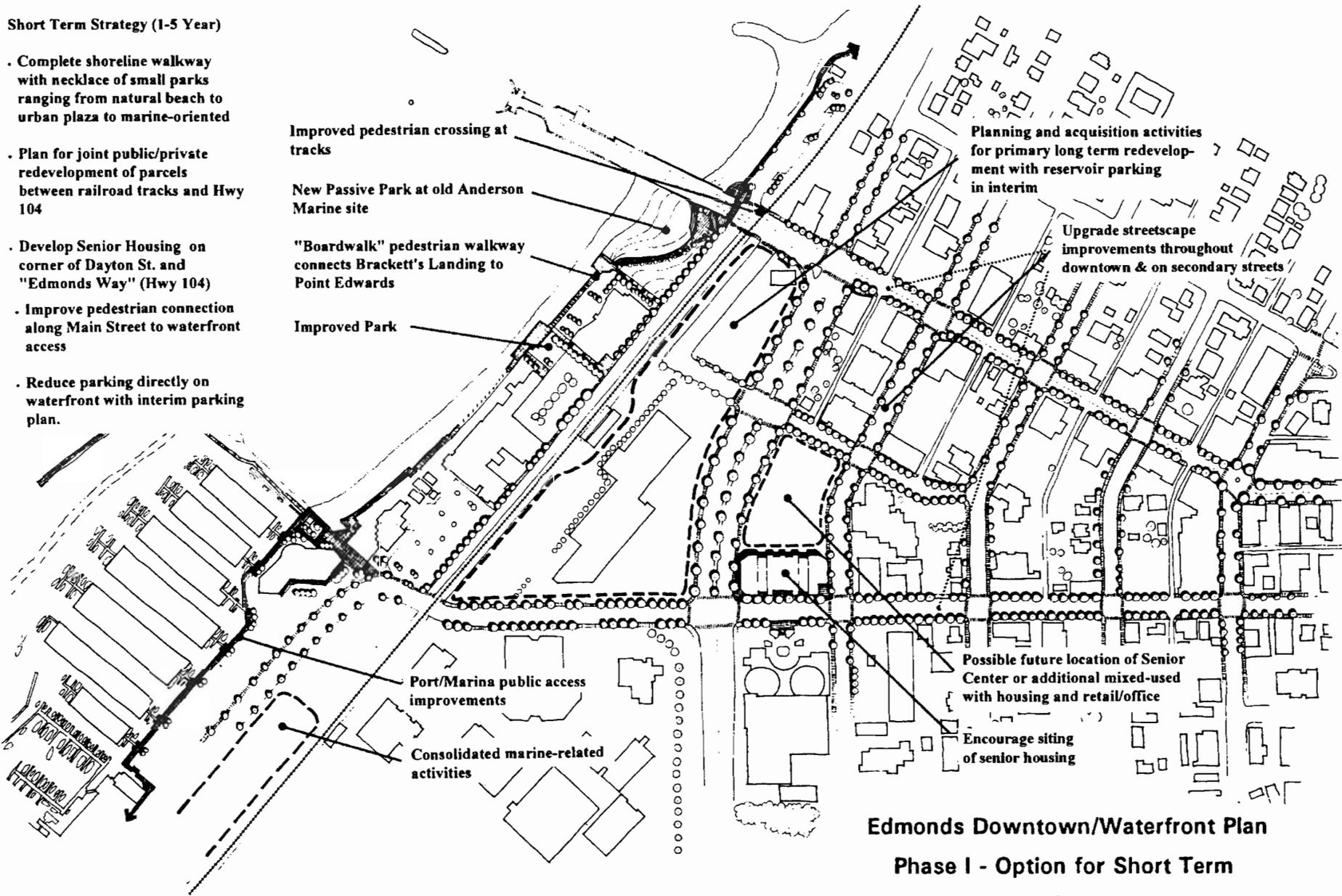
Key Features, Short Term (1-5 years):

1. Plan for ferry terminal relocation and reuse of the current ferry holding area site.
2. Establish Brackett's Landing South Park at Anderson Marine site.
3. Complete a continuous shoreline walkway (boardwalk/esplanade) from Brackett's Landing to Point Edwards. Work with the Port of Edmonds to integrate marina functions into the long term plan.
4. Plan for future joint public/private development of area between SR-104 and railroad tracks. Activities potentially include property acquisition, infrastructure planning, parking management, development incentives and guidelines and modifications to land use regulations.
5. Upgrade secondary downtown streets for pedestrians. Combine with traffic improvement projects where applicable.
6. Plan for senior center/housing facilities. Assist Senior Center Board in these long term planning efforts.
7. Encourage senior housing as part of new development downtown.
8. Establish shoreline management/public access requirements.
9. Upgrade Main Street connection to waterfront.
10. Improve existing rail station to accommodate inter-city passenger and commuter rail with eventual relocation to Point Edwards.
11. Continue planning and implementation efforts for the Point Edwards multimodal transportation center.
12. Begin improvements to mitigate ferry terminal traffic (and other traffic) increases. (See transportation element of comprehensive plan.)

I. Executive Summary

Short Term Strategy (1-5 Year)

- Complete shoreline walkway with necklace of small parks ranging from natural beach to urban plaza to marine-oriented
- Plan for joint public/private redevelopment of parcels between railroad tracks and Hwy 104
- Develop Senior Housing on corner of Dayton St. and "Edmonds Way" (Hwy 104)
- Improve pedestrian connection along Main Street to waterfront access
- Reduce parking directly on waterfront with interim parking plan.



Improved pedestrian crossing at tracks

New Passive Park at old Anderson Marine site

"Boardwalk" pedestrian walkway connects Brackett's Landing to Point Edwards

Improved Park

Port/Marina public access improvements

Consolidated marine-related activities

Planning and acquisition activities for primary long term redevelopment with reservoir parking in interim

Upgrade streetscape improvements throughout downtown & on secondary streets

Possible future location of Senior Center or additional mixed-used with housing and retail/office

Encourage siting of senior housing

**Edmonds Downtown/Waterfront Plan
Phase I - Option for Short Term
Improvement Strategy**

I. Executive Summary

Key Features, Long Term (5-15 years):

1. Create multimodal transportation center at Point Edwards for:
 - Rail (inter-city and commuter)
 - Ferry
 - Park & Ride/Auto
 - Bus
 - Pedestrian and shuttle connections to other features and amenities.
2. Redevelop Point Edwards site with possible options for a conference center with lodging and a restaurant, housing and/or senior facilities.
3. Coordinate circulation and public parking with Port development.
4. Protect wetlands and continue to develop non-intrusive interpretive trails and exhibits.
5. Continue development of “necklace” of shoreline parks with improvements, especially at current senior center parking area. Retain and expand existing parks.
6. Build mixed-use/parking structure with upper deck for festivals. Site will serve as a parking reservoir during week.
7. Include “pedestrian friendly” uses at ground level along street.
8. Reconfigure Highway 104 north of Dayton (Sunset Avenue) to be more pedestrian friendly.
9. Construct pedestrian overpass and/or underpass to link downtown with waterfront and festival sites.
10. Redevelop block between Sunset Avenue and railroad tracks (public/private effort).
11. Reuse existing ferry dock for passenger ferry and/or transient moorage, with new construction designed to minimize impacts on mountain and water views from the waterfront parks.
12. Redevelop senior center according to plans created in short-term phase. (Several options possible.)
13. Encourage new mixed-use development with structured parking between Sunset Avenue, 3rd Avenue, Main and Dayton streets. Upgrade James Street as a special pedestrian and local access corridor.
14. Redirect traffic to relieve congestion and reduce impacts to neighborhoods.

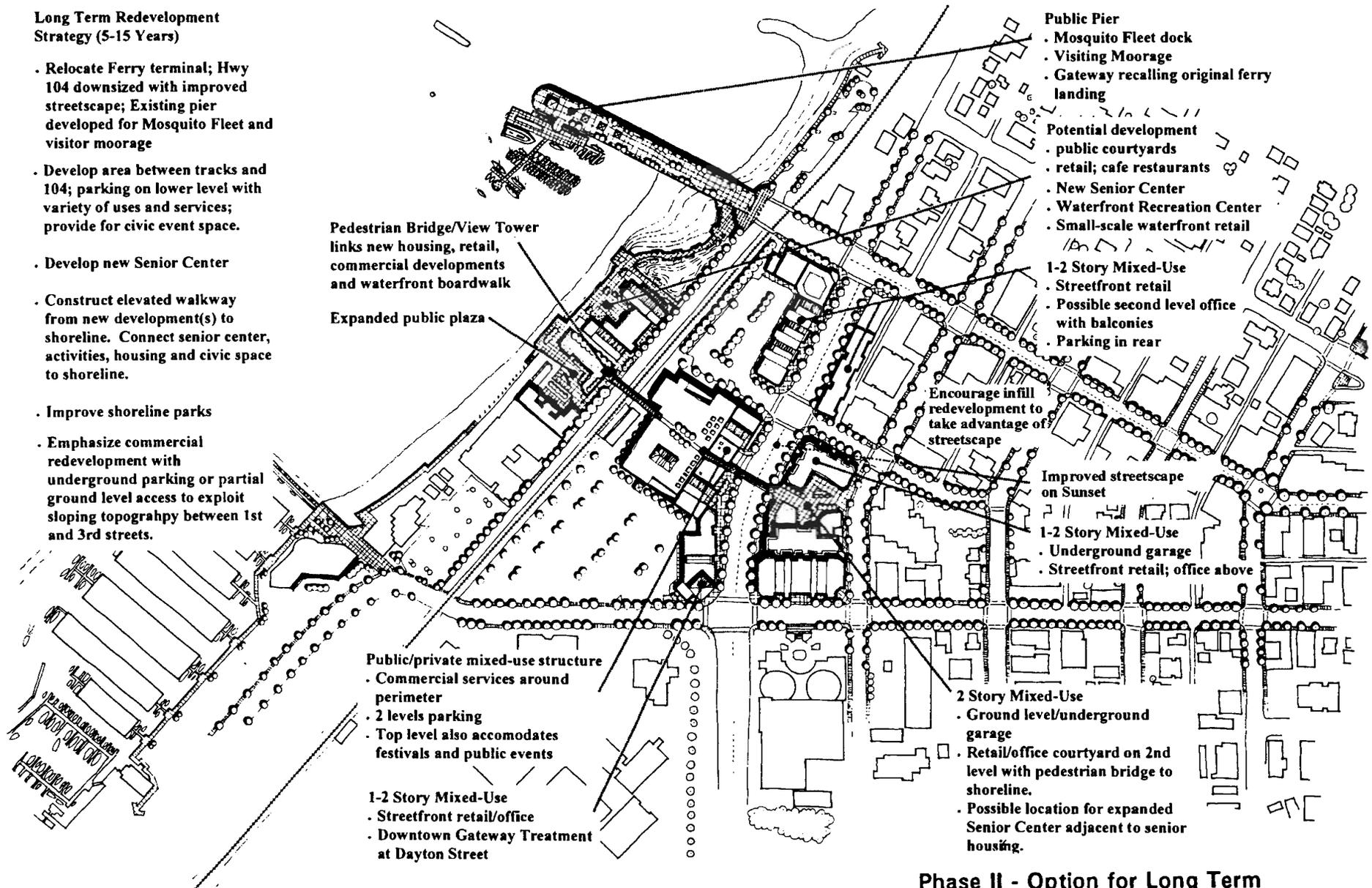
The recommended elements are illustrated in the following two drawings. **Note that all renderings in this plan are conceptual; they illustrate the general intent, design character, and potential options for the proposed element but are not intended as specific designs.**

The body of the plan presents the rationale and planning process that led to the recommendations. Subsequent illustrations in the final report will describe the elements and the recommendations for their implementation in greater detail.

I. Executive Summary

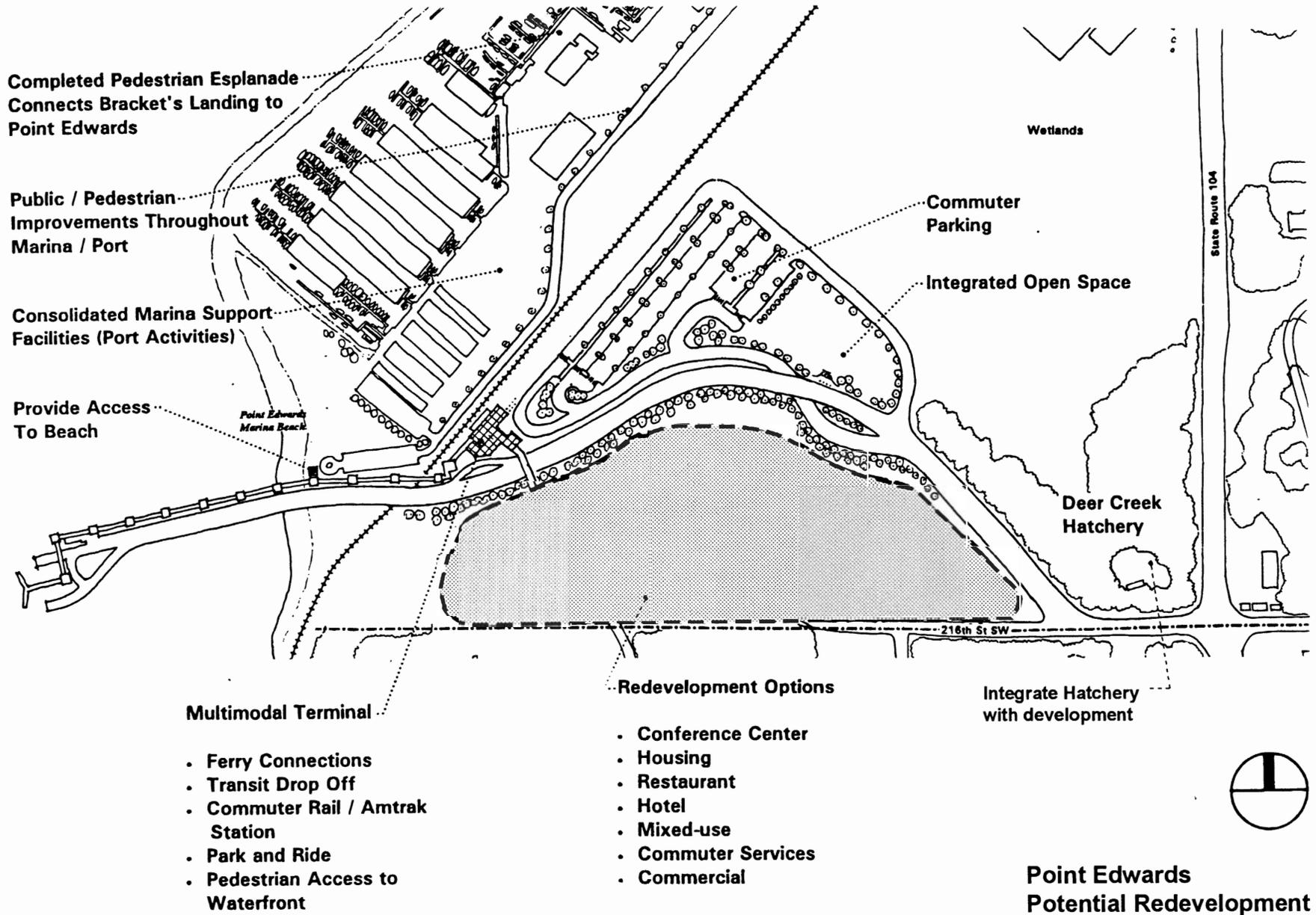
Long Term Redevelopment Strategy (5-15 Years)

- Relocate Ferry terminal; Hwy 104 downsized with improved streetscape; Existing pier developed for Mosquito Fleet and visitor moorage
- Develop area between tracks and 104; parking on lower level with variety of uses and services; provide for civic event space.
- Develop new Senior Center
- Construct elevated walkway from new development(s) to shoreline. Connect senior center, activities, housing and civic space to shoreline.
- Improve shoreline parks
- Emphasize commercial redevelopment with underground parking or partial ground level access to exploit sloping topography between 1st and 3rd streets.



Phase II - Option for Long Term Improvement Strategy

I. Executive Summary



I. Executive Summary

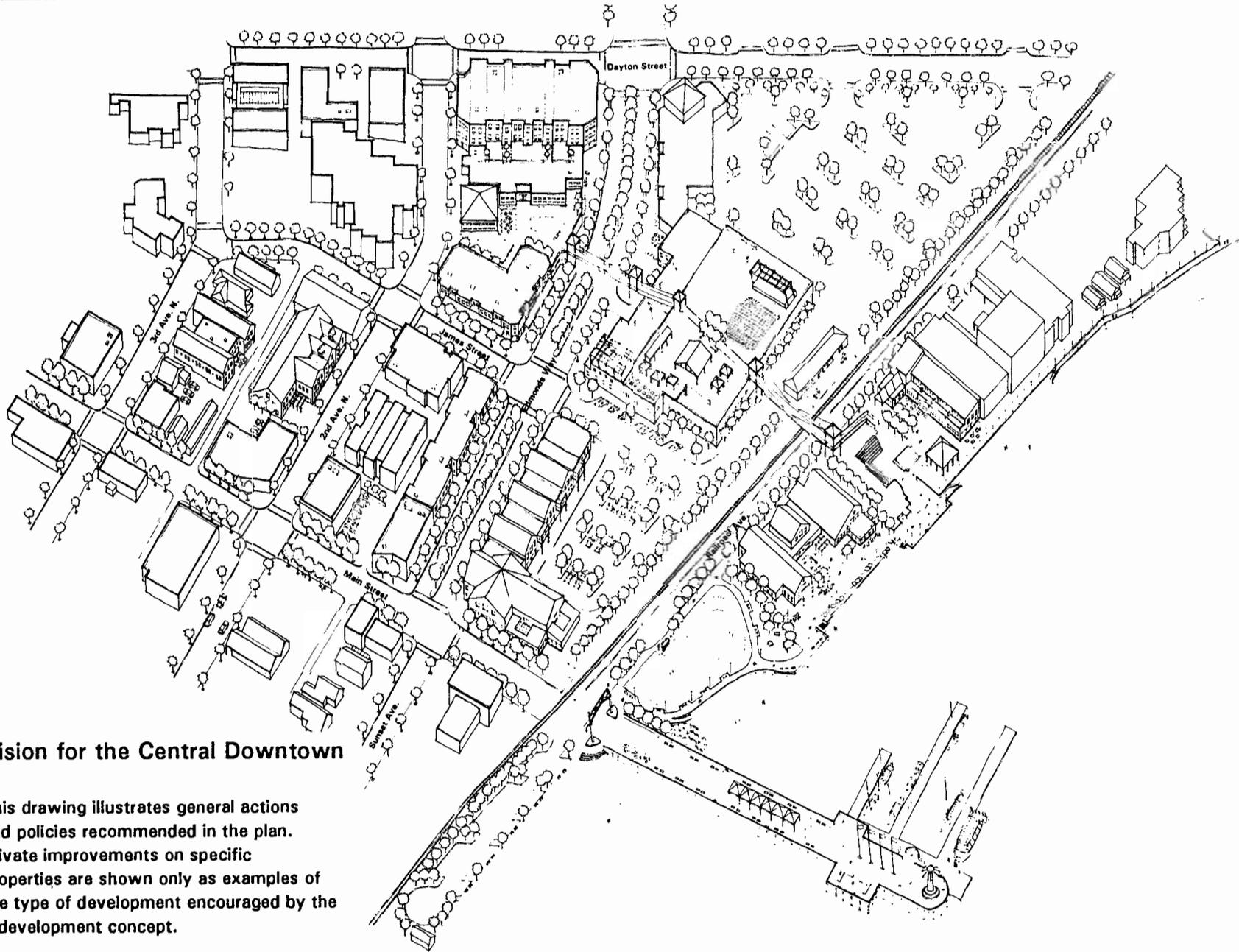
The Vision

Taken together, the individual elements present a dramatic new vision for Edmonds downtown waterfront in which:

- Downtown is extended westward and connected to the shoreline by positive mixed-use development as well as by convenient pedestrian routes.
- The shoreline features a full spectrum of recreational activities, park settings, and marina facilities.
- There is a more efficient transportation system featuring increased bus service, pedestrian and bicycle routes as well as adequate streets and parking areas.
- There is a more active and vital setting for new retail, office, entertainment and associated businesses supported by a nearby residents, downtown commercial activity and visitors from throughout the region.
- The downtown supports a mix of uses without encroaching into single family neighborhoods.
- Opportunities for new development and redevelopment which reinforce Edmonds' attractive, small town pedestrian oriented character. Existing height limits are an important part of this quality of life, and remain in effect.
- There are greater residential opportunities and personal services within the downtown, especially to accommodate needs of senior citizens.
- Auto traffic is rerouted to minimize impact to residential neighborhoods.
- The Point Edwards multimodal transportation center provides convenient transportation connections for bus, ferry, rail, auto and bicycle riders and makes Edmonds an integrated node in the regional transportation system. The new terminal reduces negative impacts to downtown Edmonds while providing the community with unique transportation resources and an economic stimulus to the larger community.

By actively pursuing the ferry terminal's relocation, the City has set upon an ambitious and exciting course. It is a course that holds promise for the downtown waterfront, but it is one that will require concerted action by the entire community, including public officials, business groups and citizens. While the challenges presented in this effort are substantial, the possible rewards are even greater, for with its existing physical assets, future opportunities and the energy of its citizens, Edmonds has the potential to create one of the region's most attractive and vital city centers.

I. Executive Summary



Vision for the Central Downtown

This drawing illustrates general actions and policies recommended in the plan. Private improvements on specific properties are shown only as examples of the type of development encouraged by the redevelopment concept.

II. Existing Conditions

Land Use and Urban Design Character

Edmonds has a downtown other small cities could envy. It includes a vital mix of small retail, office, recreational, commercial and residential uses. The tree-lined streets, particularly within the vicinity of Main Street and 5th Avenue, create a welcoming, pedestrian-oriented shopping district that draws shoppers from around the Puget Sound metropolitan region. To the north of Main Street and east of 5th Avenue are relatively dense mixed multi-family and single-family neighborhoods. While there is concern among local residents regarding the development of multi-family buildings adjacent to single-family houses and the intrusion of commercial development into residential neighborhoods, the neighborhoods remain attractive and viable, benefiting from the proximity to downtown.

To the south of Dayton Street, the commercial district centered along 5th Avenue becomes more auto-oriented with large parking lots and nine convenience-oriented shops. With its large marina, boating services, public esplanade and a mix of restaurants and commercial uses, the Port of Edmonds, located along the waterfront south of Dayton Street, is a vital waterfront resource. Between Highway 104 and the Burlington Northern railroad tracks lies a large wetland which the City is enhancing with a series of interpretive trails. Besides this large passive, natural area, downtown Edmonds features these other parks: Brackett's Landing, situated north of the ferry dock; Marina Beach Park, located just south of the Port's marina; and City Park lying west of 3rd Avenue and north of Pine Street. The

City has recently purchased the Anderson Marine site, located just south of the ferry dock, and it will be developed as Brackett's Landing South Park, filling in another vital link along the shoreline.

While downtown Edmonds resources and attractions are many, there are also several physical issues, challenges and opportunities to be addressed. The most obvious redevelopment issue remaining is that the downtown is largely cut-off from the water by the ferry traffic, ferry holding areas and the railroad tracks. If a greater connection can be made to the water, a large relatively underdeveloped section of downtown, roughly bounded by Main Street, 2nd Avenue, Dayton Street and Highway 104, would increase the downtown redevelopment options.

Other connections between the Port and the commercial core are also key to unifying the downtown. In addition, the current waterfront uses between Dayton and Main Streets largely exclude the public from use of the shoreline, minimizing the beach's value as a public resource.

An important redevelopment challenge/opportunity exists at the Point Edwards site located on the bluff overlooking the downtown from the south. For decades this site has been occupied by a tank farm. With the removal of the tanks and preparation of the site, the area will become a premiere redevelopment opportunity. The City is actively pursuing the relocation of the ferry terminal and construction of a multimodal transportation center on the lower portions of the site, but this leaves acres of redevelopable land at the top of the hill.

II. Existing Conditions

Edmonds Downtown/ Waterfront Plan



Visual Structure



Downtown Commercial Core



Potential Redevelopment Area



Marina District



Views

Open Space



Wooded Edges/Park Edges



Barriers



Prominent Trees



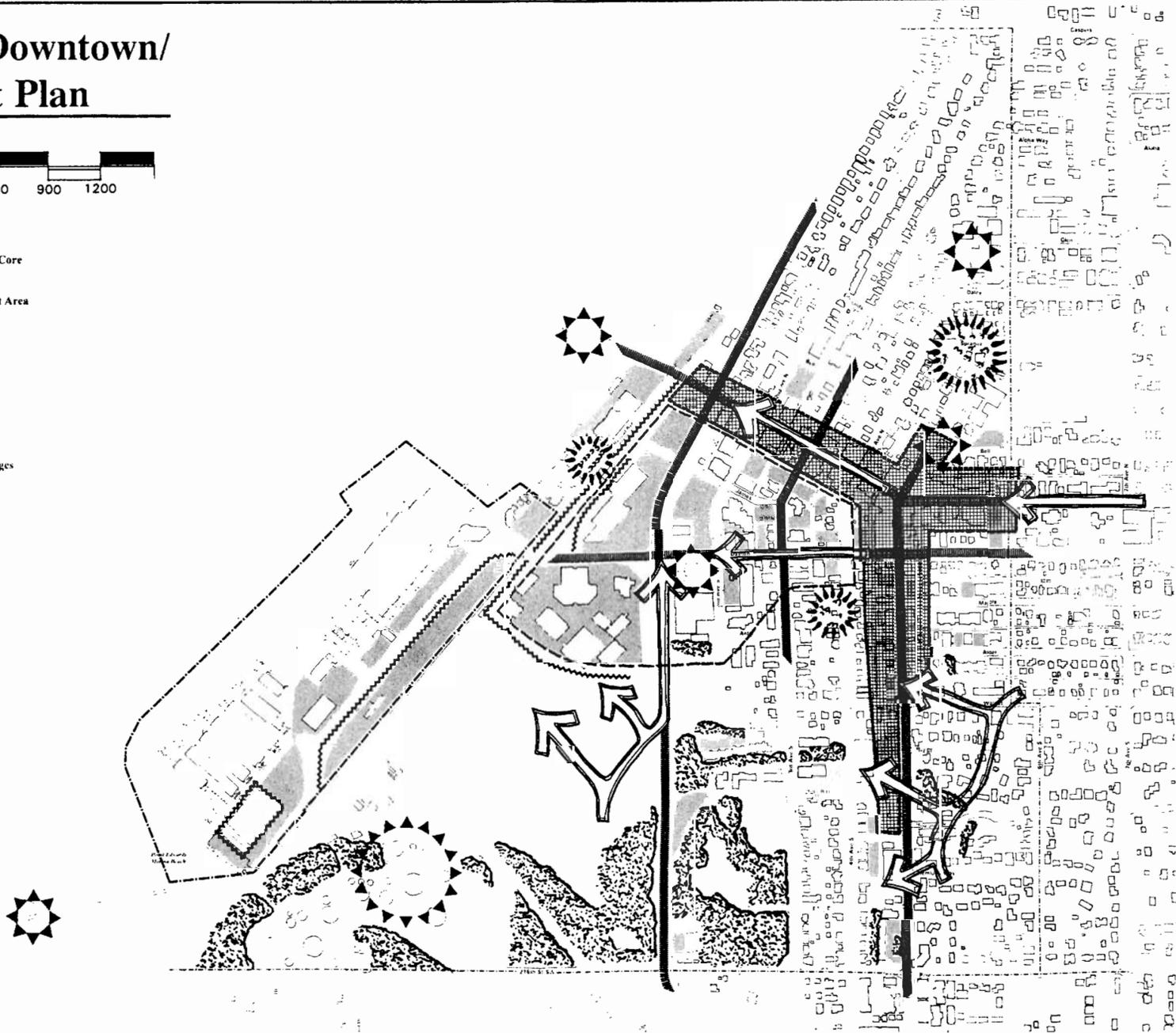
Visual Landmarks



Vacant/Parking Lots



Major Thoroughfare



II. Existing Conditions

Economic and Demographic Analysis

The City of Edmonds is often associated with several uses. Unlike many neighboring communities, Edmonds brings to mind at least three distinct images:

- Residential community - generally well-to-do, established, suburban community;
- Ferry dock - providing access to Kitsap County and the Olympic Peninsula, and;
- Retail - charming, pedestrian friendly, “hometown feel,” with occasional festivals like “The Taste of Edmonds”.

Apogee Research used a variety of quantitative and qualitative research methods to assemble information on Edmonds. Specifically, census data, Department of Transportation data, Department of Revenue data, City of Edmonds Business License records, a survey of businesses, and interviews with the business community were used.

This information was valuable in understanding the Edmonds market and the interaction between the downtown/waterfront areas and the ferry. The information often confirmed the images of the community listed above, while also providing new insights.

Residential Community: Census information was used to compare downtown Edmonds to Snohomish County. Generally, Edmonds:

- has an older population
- has smaller households
- has more multifamily housing units
- has higher per capita income
- has higher per capita housing values

South Edmonds, including the downtown:

- has slower population growth than Snohomish County.
- employs people in service jobs (36%), government (35%) and retail (24%).

II. Existing Conditions

Table 3
Comparative Census Data (1990)

	SNOHOMISH COUNTY	EDMONDS *	DOWNTOWN EDMONDS+
Median Age	32	38	49
Average Household size	2.68	2.41	1.97
Single Person Households	21%	25.1%	39%
Race: White	93%	93%	97%
Owner Occupied Housing	66%	67%	62%
Detached Housing Units	62%	64%	49%
Multiple Housing 10 units or more	14%	20%	31%
Median Value of Owner Occupied Units	\$127,200	\$160,100	\$179,200
Median Rent	\$467	\$476	\$485
House Value per Person	\$47,500	\$66,400	\$91,000
Median Per Capita Income (based on Household Income)	\$13,749	\$16,811	\$17,742
Population	465,642	30,744	6,008

* Census tracts 502.00, 503.00, 504.01, 504.02, 505.00, 509

+ Census tract 505.00

Development Opportunities for Downtown and Waterfront

The waterfront and downtown areas are currently fairly strong from an economic perspective. Future strength for more development will come from:

- general area and regional population growth;
- opportunities for in-fill development in the waterfront and downtown. There is currently a very small amount of vacant and underutilized space;
- growth in ferry traffic;
- regional and area planning that encourages in-fill and redevelopment;

The following menu provides information on the types of development considered for Edmonds, typical requirements for support of that type of development and an assessment of the prospects in the Edmonds waterfront and downtown.

1. Festival Retailing:

A shopping phenomenon that is increasingly important to areas like the Edmonds downtown, especially those who have to compete with and differentiate themselves from auto-dominated shopping malls and strip shopping centers such as those along SR-99, SR-104 and in Lynnwood is “festival retailing”.

II. Existing Conditions

With “festival retailing” the experience of shopping becomes perhaps more important than purchasing the goods themselves. Or, simply put, the quality of the shopping experience “overshadows” the quantitative accumulation of things. The traditional divisions between comparison goods and convenience goods, such as neighborhood, community and regional shopping areas, begin to blur. The values and lifestyles of this phenomenon seems to be the epitome of linking retailing with recreation, tourism and entertainment in this way. “Festival” retail developments have been used to renovate older parts of cities. Some people suggest that this is just a new trend or fad, others argue that it is simply a return to the medieval European open air marketplaces.

The “festival” retail center is a hybrid of retailing, recreation, tourism, and entertainment. The nation’s “festival” retail centers share the following characteristics:

- high rents;
- high sales volumes per square foot (3 to 4 times the volume of shopping malls);
- high turnover in tenants/store mix;
- high percentage of space for food sales (restaurants as anchors are a characteristic);
- high amenities with quality design;
- a unifying design theme (often a single historic building); and,

- a focus on merchandise that blends store mix and the design theme.

These centers operate 16 to 24 hours per day so that daytime recreational shopping and nighttime entertainment flow together. In some festival retail centers managed by a single entity, entertainment is programmed almost like an amusement park. Indeed some super malls in the US and Canada contain amusement parks and nightclubs in the mall building itself. Merchandise being sold tends to emphasize food, fashion, and arts/crafts. The interior design is usually small shops intensely packed together to showcase impulse and souvenir carry-away items.

Merchants are mostly local, few national or regional players are present. The merchants exhibit a high turnover rate. This adds excitement and newness which encourages frequent return visits by local residents and regional tourists to see what is new and what has changed.

The formula for a festival retail center’s success depends on careful selection of innovative and energetic shopkeepers, marketing the theme as much as the merchandise, and a full program of promotions with live entertainment on a regular basis. Sustaining such a level of excitement and attraction is a constant challenge and requires careful management and oversight. Several of the large Eastern and Midwestern festival marketplaces are reassessing and revising their formulas to fit the basic nature of their markets once the exhilaration and the novelty wears thin. One need only look to our own Pacific Northwest’s venerable Pike Place Market and to the more recent

II. Existing Conditions

Granville Island of Vancouver, B.C. for classic examples of the festival prototype.

The Puget Sound region features a regional necklace of mini-versions of the festival market type. Edmonds is a classic jewel in this “necklace”. Year-round, one finds that Western Washingtonians outnumber the outlanders in these market places. Examples of festival type centers abound in our region: Port Townsend, La Connor, Leavenworth, Snohomish, Gilman Village, Gig Harbor, Poulsbo, Langley, Winthrop, Pioneer Square (Seattle), Rainier Square (Seattle) and Fairhaven in Bellingham. Edmonds is a role model for other communities who are considering business district revitalization efforts, e.g. Oak Harbor, Puyallup.

2. Office Activity:

One of the potential long-term development opportunities for Edmonds’ downtown is office space. This use is perhaps the strongest commercial use and is now a predominating use. The office development has been overshadowed by retail space. Much of the need for office space has been accommodated in low rise space above retail or isolated buildings.

While retail development in a community is obviously driven by population growth and demographic patterns, office space development is more complex. To a certain extent, office space needs respond to population growth, but the type of local economic activity and scale of size in a community are also important. Once a community reaches a certain size, the need for business, professional, and medical services begins to be met within the community rather than in more urbanized areas. As there is growth in local businesses, such as retail and other small

businesses, there comes a need for more business and professional services to serve the needs of businesses. In addition, higher income areas and areas that attract professionals as residents also tend to be places where small offices develop. Finally, the amenities of Edmonds attract small offices that do not need to be in large nodes of office space development.

3. Visitor Industries:

The location and amenities of the Edmonds downtown waterfront attract visitors (long distance and regional tourists), for one-day excursions and weekend “get-away” retreats. Expansion of these facilities and activities, public and private will continue to be a crucial leg on downtown Edmonds’ three-legged economic development stool: retail, office and multi family housing. The traffic and proximity to the ferry system and waterfront provides a small portion of the support for retail, restaurant and lodgings. Most of the attraction comes from the inherent village (festival retail) shopping and small scale with high amenity office environment. Potential development for the downtown and Point Edwards areas could include lodging (hotel or motel units) and some form of public assembly space for meetings, conferences, or community activities. The market analysis for lodging and public assembly facilities is complex because of the specialized nature of such facilities. The analysis of the current market for such facilities in Edmonds is based on general indicators of the strength of the visitors market and general description of the range of facilities. Apogee Research consultants have provided detailed analysis for both public and private lodging and public assembly facilities as free-standing or part of waterfront mixed-use projects. Some of the material in this section is the result of earlier studies in eight to ten Pacific Northwest communities in similar situations to Edmonds.

II. Existing Conditions

There are several indicators of the rapid growth in visitor activities even though there is no comprehensive monitoring of tourism and visitor activity in Snohomish County. There has been steady growth in two industries sensitive to the visitor industry: lodging and eating/drinking establishments in Snohomish County. Very little of this activity occurs in the waterfront area of Edmonds.

Public assembly facilities generally have several characteristics in common whether they are a very large international convention center, luxury resort, or community center in a small town. They consist of a large space with meetings rooms to accommodate larger groups broken into subgroups, some facility for food service, and adequate parking. Beyond that there is a wide spectrum of facilities that provide a wide variety of physical spaces to accommodate a diversity of functions.

Table 6 displays the range of facilities, briefly describes their character and the markets they typically serve. Each community and its ability to attract meeting and convention business are quite different. Typically, the private sector takes care of the demand for meeting space through the lodging industry (hotels and motels). This is particularly true in smaller communities that have less financial and management capacity to manage and market a successful meeting/conference facility much less the willingness to borrow funds to build a facility.

In smaller towns the most probable areas of potential support for a public assembly area are conferences and community events. Since these sub-markets require different building programs, careful thought and analysis will be required to determine feasibility.

Table 6 - Public Assembly Facility Market Segments

Segment	Nature of Meetings	Facilities Requirements
MEETINGS		
Corporate	Usually smaller meetings for business people	Meetings tend to be at hotels or better-quality public assembly sites.
Corporate Retreats	Smaller meetings from one business organization	High-quality facility and lodging rooms. Relatively isolated attractive natural settings.
Associations: Professional of Affinity Organizations	Meetings tend to be larger depending on geographic scope of membership: regional, state, or district	Smaller meetings are often at hotels or public assembly buildings with larger associations, especially those with many exhibition booths at public assembly buildings.
Associations: Fraternal Organizations	Meetings tend to be larger and less formal. Emphasis is more on social activities	Large general meetings space for sessions, meals, and social functions.
Conferences	Purpose of meetings is usually educational	Smaller meetings usually at hotels with specialized facilities.
EXHIBITIONS		
Trade Shows	Purpose of meetings is to show and sell products to businesses. May or may not be part of convention.	Requires large flat floor areas, easy loading and access, easy electrical and other utilities access.
Consumer Shows	Purpose to show and sell products to consumers as well as entertainment.	Requires large flat floor areas, easy loading and access, easy electrical and other utilities access.
Community Events	Events range from graduations to popular entertainment with dances, pageants, festivals, meetings; small to large groups.	Large flexible areas of lower quality.

Source: Property Counselors, *A Market Analysis for the North Marina/Yacht Blue Site*, Everett, WA (Draft May, 1990)

II. Existing Conditions

Transportation

Description of Ferry/Traffic Dilemma

The Edmonds-Kingston Ferry Terminal is located on the west side of Edmonds at the foot of Main Street. Two state highways (SR 104 and SR 524) terminate there. SR 104 provides access to the ferry terminal from Interstate 5, State Route 99, and north King County. SR 104 currently provides the major access to the ferry for traffic destined for Seattle or the Eastside communities. SR 524 provides access to the ferry terminal from Snohomish County through Lynnwood. Existing Edmonds' streets (Main and Pine Streets) provide access to the ferry terminal for local traffic. These routes converge at the Main-Sunset Street entrance to the ferry.

Community Transit operates four bus routes into this area. Although service is available to ferry passengers, there is limited usage of bus service to access the Edmonds ferry. The primary service is for the Senior Center located near the waterfront. Bus service duplicates the access to this area by utilizing 3rd Avenue North, Main Street, and Sunset Avenue. Buses circulate throughout the ferry terminal area on Dayton Street, Railroad Avenue, Main Street, and 3rd Avenue.

The Washington State Department of Transportation's ferry terminal pier extends west into Puget Sound approximately 500 feet. The terminal building and a vessel service staging area are on the north side of the pier. Pedestrian/bicycle walkways are provided on the south side of the pier. There are two 12-foot-

wide holding lanes and two 12-foot-wide exit lanes on the pier. Additional holding lanes are provided east of Sunset Avenue parallel to SR 104 between Main Street and Dayton Avenue. Holding lanes continue south on SR 104 to Pine Street.

Current ferries are 382 feet long with a beam of 73 feet. Ferries have a capacity of 160 automobiles and 2,500 passengers and are scheduled to make two dozen round trips daily. In 1990, the Edmonds-Kingston average daily load was 4,503 vehicles and 4,696 passengers. The forecast for year 2000 is an average daily load of 7,121 vehicles and 7,083 passengers. This increase in ferry-related traffic will require more frequent ferry scheduling and more bus passengers. Therefore, the congestion due to ferry-related traffic will compound the existing problems where these transportation systems converge.

Existing Downtown Transportation Issues/Concerns

Edmonds residents are concerned that off-loading ferry traffic is going up Main Street and then turning north and south on Third Avenue or continuing on Main Street. This traffic spreads onto City streets to find their way out of Edmonds. This traffic is causing congestion in the downtown intersections. At the intersection of Dayton Street and SR 104, the level of service is "B" (moderate) without ferry traffic; however, it drops to "D" (extreme) during ferry loading and unloading. Operations at the ferry terminal are reasonably good during most of the day under current conditions; however, problems occur when the ferries are unloading and loading vehicles. When loading and

II. Existing Conditions

unloading occurs, the Sunset and Main intersection comes to a standstill and only the vehicles loading and unloading the ferries move (except when trains move throughout the city).

Surrounding intersections also experience problems because of approaching traffic to the ferries. SR 104, which brings ferry traffic in from the south, experiences substantial queues which block the approaching streets. Parking in downtown Edmonds is also a concern; residents are concerned that there is not enough parking for shoppers wanting to shop in the downtown area. Pedestrian safety is another major concern because downtown traffic to the ferry terminal is driving too fast and causing hazards to pedestrian shoppers.

Future Traffic Projections

Edmonds traffic is projected to increase 22 percent by the year 2010. This is a 1.1 percent yearly increase over the next 17 years—the lowest growth rate in Snohomish County. Ferry traffic, however, is expected to increase 92 percent by the year 2000, which will increase congestion problems on the west end of downtown Edmonds.

Traffic Circulation in Downtown

Currently ferry traffic exiting the ferry goes out Main Street and turns right on SR 104 or continues on Main Street, which then turns left onto Third Avenue or continues on Main Street. Traffic turning left onto Third Avenue continues to Caspers at which point traffic goes east until Ninth Avenue where it turns left onto Ninth Avenue heading north. Traffic continues north on Ninth Avenue until it intersects with 196th, at which point traffic turns right and heads east out of Edmonds. Traffic heading south on SR 104 continues southeast out of Edmonds. Traffic accessing the terminal is coming on SR 104 from Highway 99 and Interstate 5. But some traffic travels down Ninth Avenue from the north, turning right at Pine Street to connect with SR 104. This traffic on Ninth Avenue is coming from SR 524/196th Street. Non-ferry traffic uses Third, Fifth and Ninth Avenues for north-south circulation. East and west circulation is done on 230th, Pine, Walnut, Dayton, and Main Streets.

Edmonds is currently developing its city-wide transportation alternatives. The City is planning on changing the arterial street classifications which would affect the current circulation in the downtown area and the entire city. Traffic and roadway improvements are being addressed in the city-wide transportation plan, which is slated for completion in early 1994.

III. Planning Process, Goals and Alternatives

Process

The planning process was designed to promote meaningful public involvement in decision making and to integrate this plan into other City efforts, especially transportation planning, parks development and Port improvements. The diagram on the following page illustrates the principal steps and public participation events taken to complete the plan. The work was divided into two phases. The first focused on evaluating three alternative schemes, which are described in the Reid-Middleton feasibility study; each featuring a different ferry terminal location. The selection of preferred alternatives by the City Council was essential at this point because the ferry terminal location was pivotal to the downtown waterfront plan.

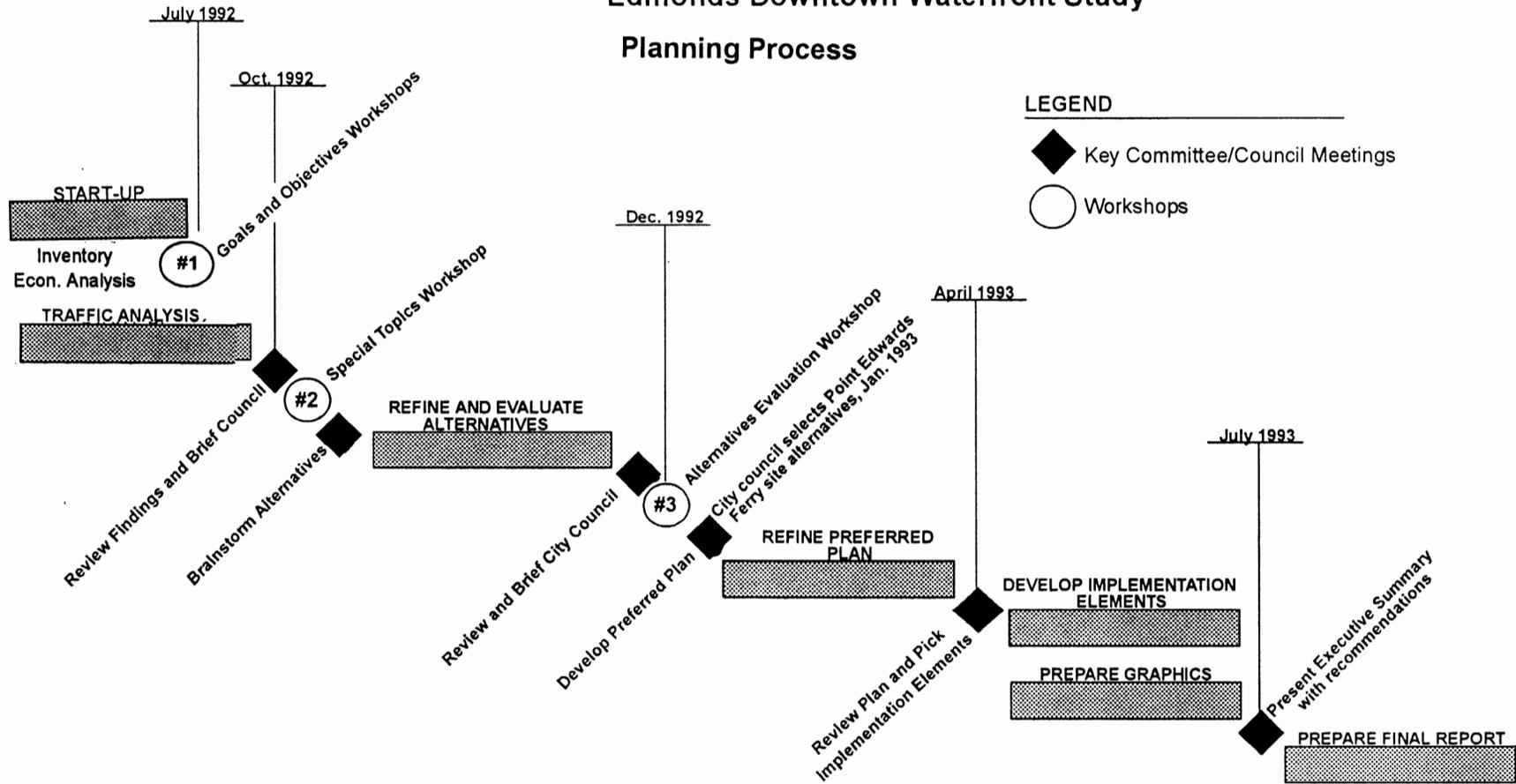
The first step was to form an advisory committee composed of representatives from the business community, the local citizenry, the Port and City Departments. The Committee oversaw all steps in the plan's formulation and met periodically to review work and give direction.

Next, a series of open houses were held to identify public goals and objectives which were ultimately used as evaluation criteria to evaluate the alternatives and set priorities for implementation (see Goals and Objectives following). After the urban design inventory and economic and traffic analyses were accomplished, another workshop was held to formalize the goals and objectives and to solicit ideas for the alternatives. The planning team, including City staff, then met to sketch three alternatives to illustrate the implications of locating the ferry at each of the three sites. The Advisory Committee and City Council reviewed the three alternatives on the basis of feasibility impact on the downtown area and conformance to the community goals (see the following discussion of the alternatives). In January 1993, the Council elected to pursue the Point Edwards site because it provided the most promising ferry terminal alternative. The planning team refined the concept to address some of the issues, such as transportation, the multimodal transit center, senior center location and shoreline management, in greater detail.

Much of the work during the summer of 1993 focused on the near term rehabilitation plans for the train station and the ultimate development of a multimodal transit center at Point Edwards. The "elements" and implementation, Chapters V and VI describe the work done during the latter half of 1993.

III. Planning Process, Goals and Alternatives

Edmonds Downtown Waterfront Study Planning Process



III. Planning Process, Goals and Alternatives

Goals and Objectives

Participants who attended the first two public meetings/workshops held in Edmonds during July 1992 and October 1992, established the following goals and objectives for the Edmonds Downtown Waterfront Study. This is a list of these community goals (in no ranking order) followed by numbered entries which are some ideas for more specific objectives developed during the process.

Goal A: Utilize/Improve/Integrate Waterfront and Port Facilities as Public Access

- A-1. Provide more waterfront/beach access with managed, well-defined public access permits, especially between existing ferry dock and marina.
- A-2. Preserve visual access to water.
- A-3. Protect view corridors throughout the city.
- A-4. There should be clear pedestrian access from the town to the Marina with improved sidewalks and other pedestrian amenities along Railroad Avenue and Admiral Way.
- A-5. Improve the overall visual appearance of the Port (marina district).

III. Planning Process, Goals and Alternatives

Goal B: Create Integrated System of Parks, Trails and Open Space

- B-1 Combine access, recreation and visual quality.
- B-2 Consider special opportunities including:
 - downtown
 - waterfront
 - Point Edwards site
 - wetlands
- B-3 Connection of existing parks (along waterfront) to expand and encourage more parks (recreation activities downtown).
- B-4 Create a common social and recreational activity focus:
 - A village green (a commons)
 - A town square
 - A unified pedestrian street atmosphere throughout the downtown waterfront area
- B-5 Protect sensitive areas.
- B-6 Provide for community and recreational needs of both seniors and youths.
- B-7 Execute the “master plan concept” working to incorporate under-utilized parcels within the town to strengthen and unify the downtown/waterfront core.

III. Planning Process, Goals and Alternatives

Goal C: Protect Edmonds' Natural Environmental Quality

- C-1 Use shoreline resources to tie community to water and provide better shoreline access.
- C-2 Protect sensitive/critical areas and natural systems such as wetlands and dense stands of trees and shorelines.

Goal D: Build/Expand on the Sense of Community in Edmonds

- D-1 Continue local improvement regarding Edmonds' future, especially with regard to land use development, public facilities and Washington D.O.T. project impacts.
- D-2 Continue to strengthen consensus among Edmonds' citizens for cooperative action and decision making.
- D-3 Provide more community gathering places for social interaction.
- D-4 Create an outdoor central community focal place for gathering, socializing and celebrations.

III. Planning Process, Goals and Alternatives

Goal E: Enhance Edmonds' Visual Identity

- E-1 Preserve the small town character.
- E-2 Preserve the natural and visual resources including forests, wetlands and topography.
- E-3 Emphasize the town's waterfront orientation.
- E-4 Create/establish unifying theme for downtown/waterfront area.
- E-5 Clearly define what Edmonds' character is.
- E-6 Find a solution which visually and physically improves and/or halts the ferry holding lanes and traffic from impeding on the downtown/waterfront area.
- E-7 Establish more public access along the waterfront with perhaps a boardwalk and observation platform.

Goal F: Improve Traffic Conditions for Local Community

- F-1 Manage the ferry traffic and parking more efficiently and effectively.
- F-2 Improve safety for pedestrians, bicyclists and motorists.
- F-3 Provide a range of transportation options including walking, cycling, transit as well as private automobiles.

III. Planning Process, Goals and Alternatives

Goal G: Improve and Encourage Economic Development Opportunities

- G-1 Maintain and encourage local business ownership.
- G-2 Encourage small locally owned businesses and cottage industries.
- G-3 Provide basic consumer needs and convenience shopping in town.
- G-4 Provide for and determine “appropriate” expansion of business core for growth expected within urban growth area.
- G-5 Develop plans and strategies for businesses that are and are not sensitive to Washington State Ferry traffic.
- G-6 Provide urban design and public improvement projects (such as a cultural center, performing arts, etc.) to provide a focal point for businesses and community activities in the town of Edmonds.

Goal H: Utilize UNOCAL Site to its Best Community Potential

- H-1 Carefully evaluate the value (\$) of the site.
- H-2 Investigate potentials for private and/or public development.
- H-3 Integrate uses of Washington D.O.T. if chosen as the new ferry dock location.

III. Planning Process, Goals and Alternatives

Alternatives

As noted in the Planning Process section, the crux of the project's first phase was the confirmation of a feasible ferry terminal site. In 1991 a consultant team, led by Reid-Middleton Associates, presented the Council with the three ferry location alternatives shown on the following page. At that time, the Council indicated a preference for the Point Edwards site, largely because of the ferry traffic impacts on the downtown. This alternative was confirmed in the Reid-Middleton study as being the most functionally feasible ferry location. However, the Council desired further evaluation to identify the potential implications of their decision on downtown business redevelopment potential, civic viability and urban design. Apogee Research, Inc. was retained to analyze the economic impacts of each alternative, while Bell-Walker Engineers reviewed traffic impacts and Makers explored the alternative urban design potentials.

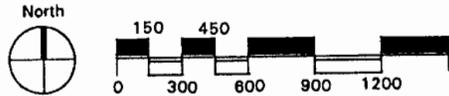
Conclusions

This study reached the following conclusions regarding the alternatives:

1. Because of projected increased railroad service, (freight, intercity and, potentially, commuter rail), as well as ferry service, there will be increased conflict between rail and ferry traffic. It is quite likely that this conflict will debilitate transportation service and continue to create a safety hazard for users and local citizens unless the two are grade-separated. Therefore, an underpass/overpass is required for ferry access to the ferry terminal.
2. An overpass/underpass at site #1 (Main Street) would create an unacceptable barrier between the waterfront and downtown, adversely impacting business, traffic patterns, visual aesthetics and redevelopment potential. Therefore, Site #1 was dropped from consideration.
3. In the Reid Middleton report, Alternative #3 was estimated to be more expensive than Alternative #2. On further investigation it was found that the underpass of Alternative #2 carries with it numerous technical engineering uncertainties. Therefore, the estimated cost difference between the two options, if any, is significantly less. Further analysis is needed if the project cost comparison is to portray an accurate picture.
4. The economic report found that relocating the ferry terminal to Point Edwards (Alternative #3) may have some impact on restaurant businesses, but not on other businesses. However, given the projected increases in ferry traffic, even restaurant businesses will be negatively impacted by the traffic congestion and curtailing of other downtown activities if the ferry terminal remains in the City's core. Therefore, a preferable business redevelopment strategy would appear to be to 1) remove the negative ferry terminal impacts from the downtown and 2) concentrate on enhancing Point Edwards' high amenity profile as a means to attract visitors, residents and new businesses to support the restaurant trade. Alternative #3 provides greater downtown redevelopment potential than the others because ferry traffic and impacts are removed from the core.

III. Planning Process, Goals and Alternatives

Edmonds Downtown/ Waterfront Plan



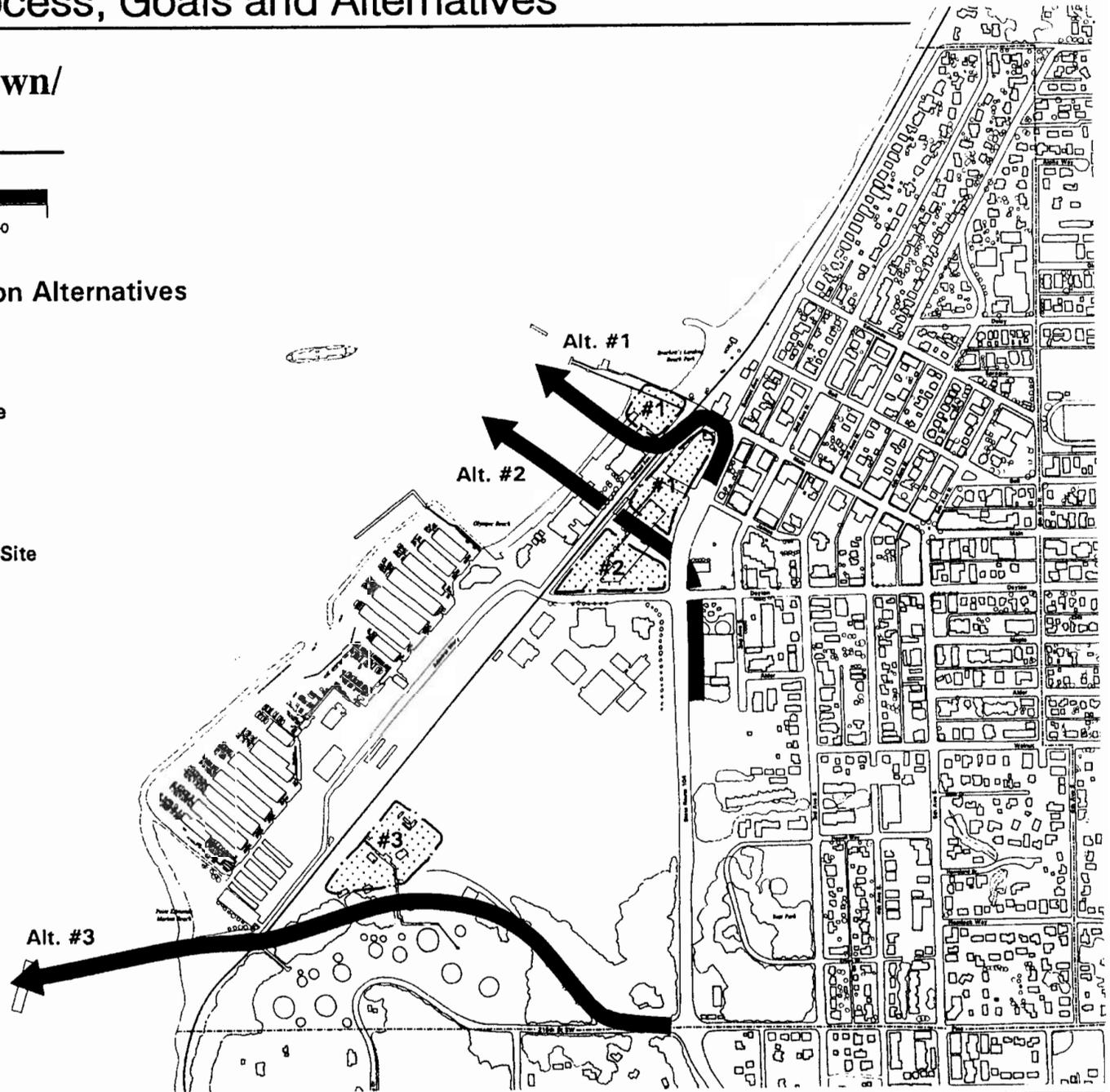
Ferry Terminal Relocation Alternatives

Alt. #1: Expansion
at Anderson Marine Site

Alt. #2: Mid-Waterfront Site

Alt. #3: Unocal/Point Edwards Site

 Ferry Terminal Parking



III. Planning Process, Goals and Alternatives

5. The Point Edwards site has the potential to accommodate a multimodal transportation center serving rail, commuter rail, ferry, bus, auto (park and ride), pedestrian and bicycle modes. Traffic to and from the multimodal transit center can be accommodated more easily at the Point Edwards site than at a downtown site. A multimodal transit center at Point Edwards will not diminish downtown Edmonds bus service.
6. The Point Edwards uplands retain substantial redevelopment potential in all three ferry relocation alternatives.
7. Portions of the Point Edwards site must be prepared for redevelopment before the transit center can be constructed. While it will take several years to design and build a transit center at the Point Edwards site, the timing of the other alternatives is also problematic. Developing a grade separated terminal in the downtown will involve substantial engineering unknowns and interim scheduling problems which have not yet been technically evaluated.

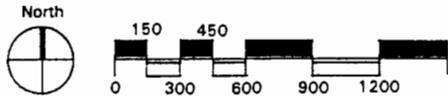
IV. Urban Design Concept

Successful downtown plans are built on a sound urban design concept that coordinates individual design improvements and development activities into a unified whole. The urban design concept for downtown Edmonds, illustrated on the following page, also translates the two-phased redevelopment strategy into a set of specific physical actions and pursues the goals established through the public involvement process. Specifically, the urban design concept is aimed at the project's objectives through the following means:

1. Improve public access to the shoreline and link waterfront features by establishing a continuous esplanade along the shoreline. The esplanade will be constructed over time through public improvements and Shoreline Master Program requirements placed on private development.
2. Create an integrated system of parks and trails by developing a new park at the Anderson Marine site (Brackett's Landing South Park), building a public plaza near the Senior Center, building a trail system around the edge of the wetlands (Union Oil Marsh), and establishing safe pedestrian connections from the shoreline to downtown at Dayton Street, Main Street and an overpass located between the two. These waterfront connections will provide a crucial link in unifying the shoreline to the Port marina and Point Edwards multimodal transportation center.
3. Protect Edmonds' natural environmental quality through enhancement of the wetlands and beach areas.
4. Expand on the sense of community by removing intrusive ferry traffic from the core, providing several options for an expanded Senior Center, constructing an elevated plaza for public celebrations, and establishing a public pier for boaters and foot ferries as a waterside gateway.
5. Enhance Edmonds' visual identity by preserving its small scale, low height limit, enhancing its shoreline character, expanding on the qualities of the "5th and Main" core, improving the streetscape along Sunset Avenue (after the highway is relocated and realigned with Point Edwards), and sensitively redeveloping the Point Edwards site.
6. Improve traffic conditions by removing ferry traffic impacts from the downtown core.
7. Improve and encourage economic development opportunities by providing space for local businesses and cottage industries, undertaking public improvement projects, the demand for increasing local services from residential and business sectors. Of particular significance are the enhancement of redevelopment opportunities around the existing ferry holding lanes, the creation of a convenient "parking reservoir" and the enhancement of Edmonds as a water-oriented destination.
8. Utilize the Point Edwards site to its best community potential by developing a multimodal transit center with compatible development on the uplands.

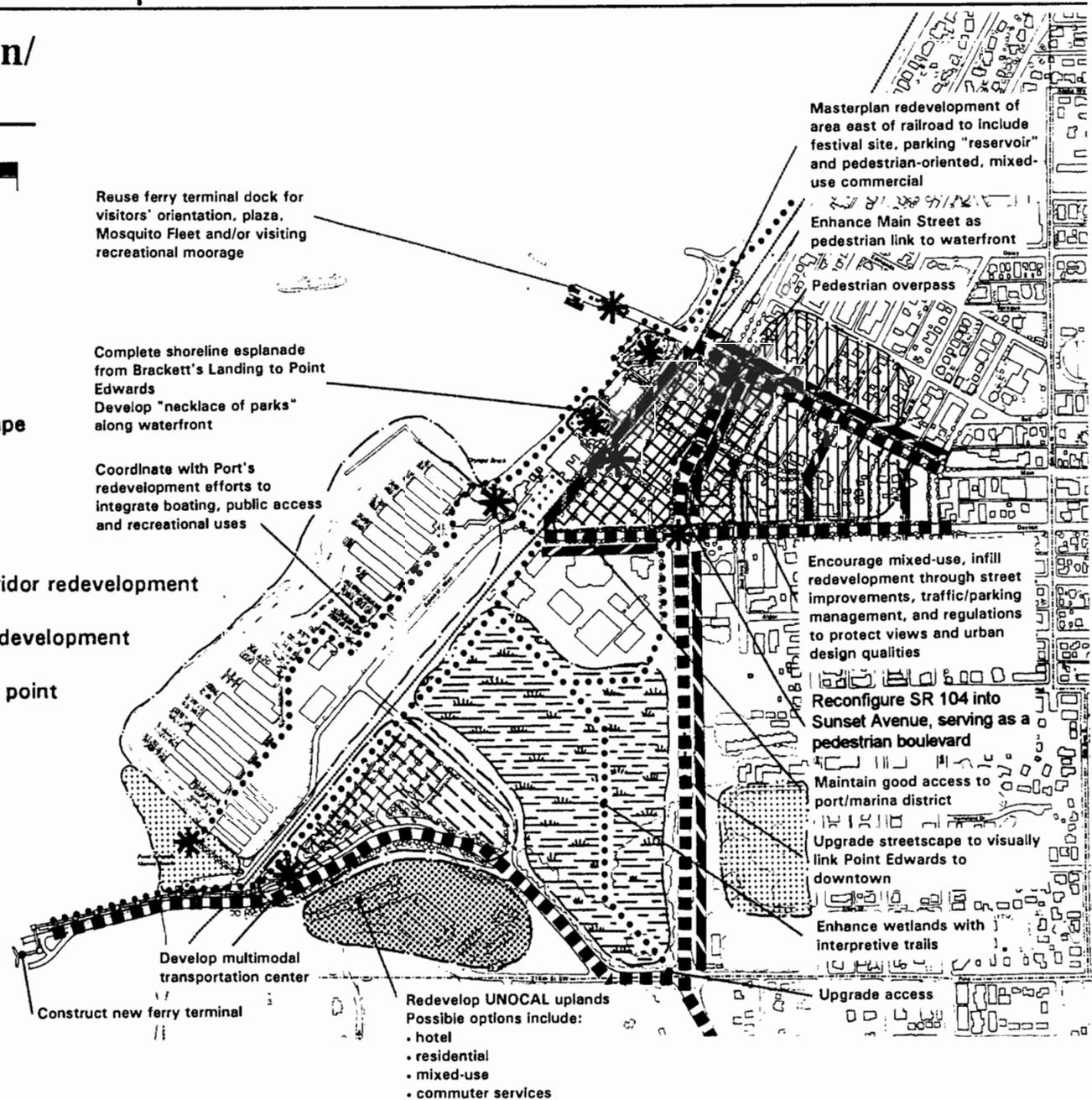
IV. Urban Design Concept

Edmonds Downtown/ Waterfront Plan



Concept Plan

- ■ ■ ■ ■ Major access route
- ▬▬▬▬▬ Improved streetscape
- Key pedestrian link
- ▨▨▨▨▨ Park/public space
- ▩▩▩▩▩ Edmonds Way corridor redevelopment
- ▮▮▮▮▮ Downtown core redevelopment
- * Urban design focal point



IV. Urban Design Concept

In its most general terms, the urban design concept can be characterized as enhancements to key areas with the connecting corridors necessary to bind the whole downtown together. With the construction of the multimodal transportation center, downtown Edmonds will include three regionally significant facilities: the transit center itself; the marina and port facilities; and the system of beaches, esplanades and parks.

The redevelopment of the Point Edwards site will further enlarge the downtown's area and economic base. If all of these improvements are compatible and connected, downtown Edmonds cannot help but prosper. (The challenge is to create a cohesive plan from the individual implementing actions which "is stronger than the sum of its parts", organize and unify the elements of the community plan.

V. Elements

The individual elements described below constitute actions to be implemented according to the two phase strategy outlined in the Executive Summary and Section VI: Implementation.

Waterfront Parks and Esplanade

The focus of new public amenities will occur along and adjacent to the shoreline with the creation of a “necklace” of waterfront parks linked by a continuous esplanade/beach walk. This recommendation is in keeping with the public’s desire for better shoreline access and enhancement of the waterfront, as well as the City’s strong identification with the water.

A good way to describe the park/esplanade system is to take an imaginary walk from Brackett’s Landing Park at the north of the waterfront down to Marina Beach Park at the south end. Brackett’s Landing will continue to anchor the northern waterfront, providing a natural beach setting and a regional underwater park. Some parking or drop-off should remain in the location so that divers can unload their gear. The main change to Brackett’s Landing will occur after the ferry terminal is relocated, when the pier can be converted to a public dock for strolling, fishing, public events, concerts, etc. The pier will also make a good location for a non-auto ferry bringing people directly into downtown from other Puget Sound locations.

There is also the opportunity to construct summer-only transient moorage slips on the south side of the dock, making the downtown a convenient destination for recreational boaters. The pier would also make a great location for an entry portal feature such as a sculpture or light tower, welcoming visitors arriving via the water.

The City is currently planning the development of a passive beach park at the old Anderson Marine site. This will greatly enlarge the City’s heavily used beach areas and further anchor the downtown core to the water via the Main Street corridor.

The esplanade/beach walk will extend from Brackett’s Landing down to the shoreline walk at the Port of Edmonds marina. Much of this frontage is on private property so the walkway will be developed through easements, and construction required through the Shoreline Master Program (SMP) as mandated by the Shoreline Management Act (SMA). This plan recommends that Edmonds SMP be amended to require that all shoreline development provide a connected walkway along the shoreline with landscaping and amenities to provide safe convenient pedestrian travel as a condition of any shoreline permit. This means that any property undergoing substantial construction must provide for a walkway. It is further recommended that the walkway be at least 8 feet wide with underground conduit lighting. The City may modify these requirements to insure that the property owner is not unduly disadvantaged and to insure security and privacy of the property. Also, the City should provide the lighting and site furniture to make the esplanade comfortable with a distinct identity.

The right of the public to access the shoreline is firmly established by case law, the Shoreline Management Act and the Public Trust Doctrine. In developing public access requirements, the City should work with the Department of Ecology to establish fair and practicable regulations.

The intent of the recommendation is that private property owners and the City work together for a design that benefits the

V. Elements

owners as well as the public. For example, esplanades adjacent to a restaurant should allow easy access into the restaurant without inhibiting the privacy of diners. Restaurants on Seattle's and Everett's central waterfronts provide successful examples.

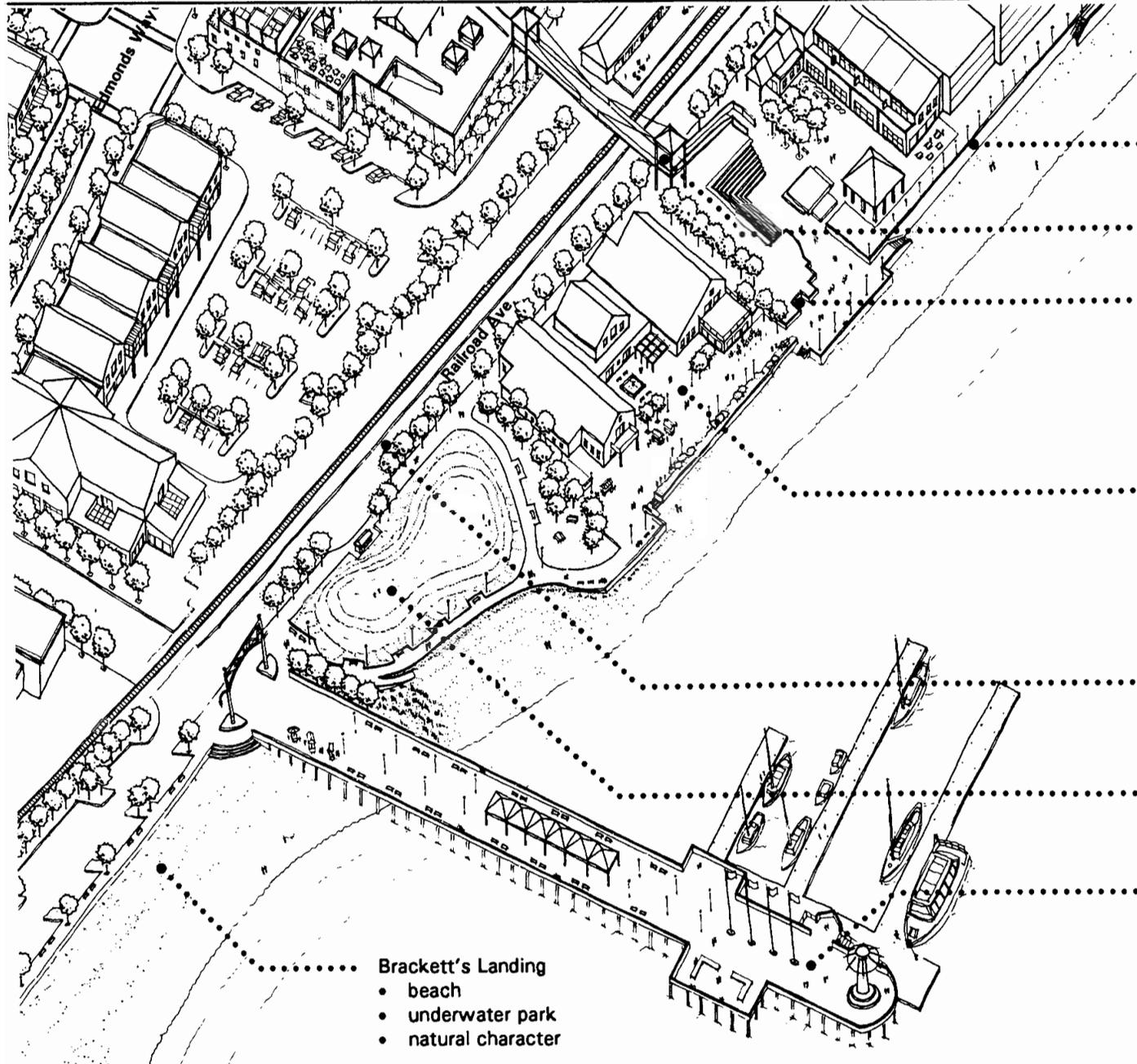
The esplanade from Brackett's Landing to the marina will likely be built over time as properties redevelop or are renovated. Trail sections should connect back to Railroad Avenue until the whole system is completed. A mid-waterfront plaza, situated at the present Senior Center parking lot will add a wonderful focus to this area and landing point for the pedestrian overpass connecting Sunset Avenue to the shoreline. Convenient parking will ultimately be provided west of the railroad tracks and this shoreline section can be reclaimed for a more valuable use. The proposed plaza would make an excellent outdoor setting for the Senior Center and a place to gather for receptions, parties or ceremonies.

It is recommended that this park be garden-like with seasonal plantings to complement the more natural beach parks and active green spaces.

Proceeding south, waterfront ramblers will come upon the small beach at the foot of Dayton Street where they can proceed either along the Port's boardwalk to see if anyone is catching anything at the fishing pier or head across Dayton Street to the interpretive trail through the Union Oil Marsh. Edmonds Park and Recreation Division is currently constructing a system of trails that will connect back to the City at several points along the marsh's perimeter.

The Port is currently planning the completion of the marina boardwalk that will connect the fishing pier to Marina Beach Park as part of their marina improvements. The final link from Point Edwards to Brackett's Landing will be made with a handicapped accessible route when the multimodal transportation center is built.

V. Elements



Waterfront Esplanade

Continuous public esplanade to Point Edwards

Pedestrian overpass to James Street

New park at senior center parking lot with

- garden quality
- seating and quiet activities
- outdoor ceremonies and functions

New development or remodeling incorporates esplanade and could feature:

- outdoor seating,
- restaurants, and/or
- cart vendors

Secondary walk along Railroad Avenue provides connection during early phases

Brackett's Landing South

- passive activities
- natural beachfront

Remodeled ferry dock

- transient guest moorage
- pedestrian ferry
- gateway feature
- concessions, open space
- special activities

Brackett's Landing

- beach
- underwater park
- natural character

V. Elements

Sunset Avenue Corridor Redevelopment

The right-of-way is currently occupied by the SR-104 ferry traffic holding lanes which effectively cut off the area west of the street from the rest of downtown. This condition severely limits the redevelopment of properties on both sides of SR-104. When the ferry terminal is relocated to “Point Edwards”, the street can be reconfigured to a more pedestrian-oriented, downtown access road which provides an excellent setting for new development. This plan envisions Sunset Avenue as a spine for new development with pedestrian-oriented businesses (shops, personal services, offices benefiting from foot traffic, etc.), lining the ground floor and housing and/or offices above. Parking will be tucked unobtrusively to the rear of the structures or in screened lots, and buildings will extend to the sidewalks. The area could contain a wide mix of uses and the size of shops could vary from supermarkets to specialty shops and boutiques. The offices and residences will generate activity during the work day and into the evening.

Three public actions are necessary to implement this vision. The first is the City taking an active planning role in the area’s redevelopment. The block between the railroad tracks and Sunset Avenue should be master planned with local property owners as active participants. It may be advisable for the City to assist in the land assembly. The master plan should include direction regarding the type of uses, arrangement of buildings and parking lots, pedestrian, auto and transit circulation, design qualities and special features. Guidelines should be developed to ensure that buildings front the street, front facades are pedestrian-oriented, streetscapes are visually attractive and

unified, architectural quality is consistent with the rest of downtown, parking and service areas are appropriately sited and screened from view, and pedestrian and auto circulation patterns are coordinated.

The second action necessary to the corridor’s redevelopment is the reconstruction of the area currently housing the ferry holding traffic into a pedestrian-oriented minor arterial. A one lane each way configuration with a center median/turn lane and parking on both sides appears to be a workable alternative at this time. The travel lanes should be wide enough to include bicycle traffic and the median should only allow left turns at intersections or key access points such as the public parking structure.

The third action necessary to revitalize the area west of Sunset Avenue is the construction of a pedestrian bridge over the railroad tracks between Main and Dayton Streets. This will be the only grade separated pedestrian route to the water in the downtown area and provides a vital third link. One possible option is to coordinate the walkway with the construction west of a parking “reservoir” to serve the waterfront and downtown businesses. The concept shown in the drawing consists of a 2 or possibly 3 story structure with businesses along the ground floor facade. The upper deck, with a great view, easy parking and connection to the waterfront, could serve as a space for outdoor festivals. The drawing indicates one possible configuration for the parking “reservoir” although the structure could be located on other sites.

The key is to plan for this solution in the very near future so land is available when additional parking and activities require the space.

V. Elements

Edmonds Way Corridor

Parking (short term)
 Mixed use redevelopment
 (long term)

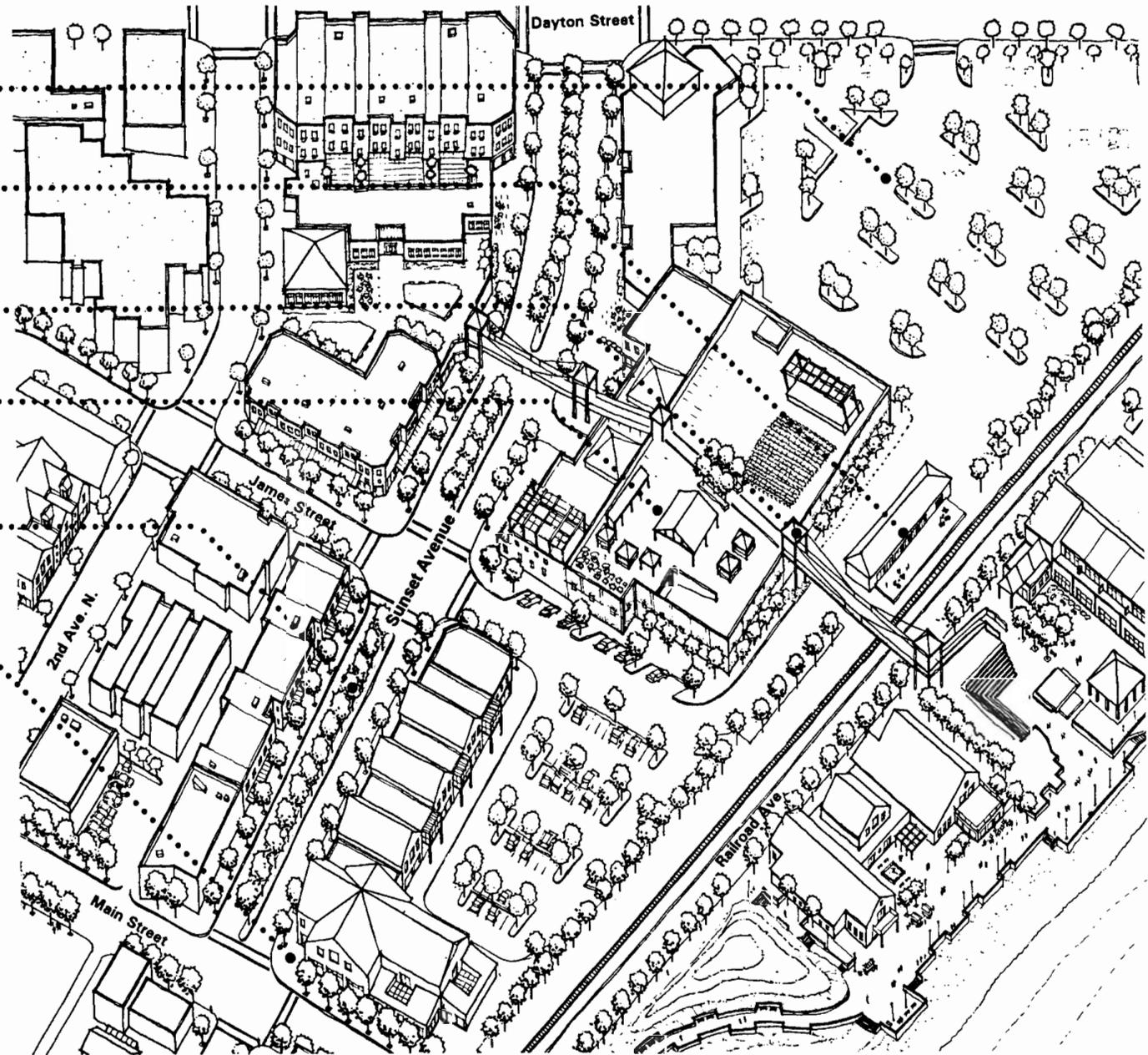
Rehab train depot for
 Amtrak in short term;
 Model railroad museum
 or other use in long term.

Pedestrian overpass
 is key link from core
 to waterfront.

Structured parking "reservoir"
 serves core, corridor and
 waterfront. Festivals could
 be held on top deck.

Reduce street width
 from holding area;
 possible boulevard.

Design guidelines
 maintain pedestrian
 qualities of new
 development.



V. Elements

Downtown Core

Improvements to the Edmonds downtown core focus on maintaining its small town character and attractive streetscapes. Since the area along 5th Avenue and Main Street is already one of the most inviting pedestrian shopping districts in the region, the strategy is to expand its character to the west and south. Street improvements, including street trees and improved sidewalks, are recommended along Main Street west of 2nd Avenue, James Street, Dayton Street and the north/south avenues. Redevelopment to encourage full use of existing capacity (height and bulk) should be encouraged. Undergrounding of utility wires and services should be a part of all new development. (See diagrams and the section on land use and design guidelines p. 46-47).

V. Elements

Downtown Core

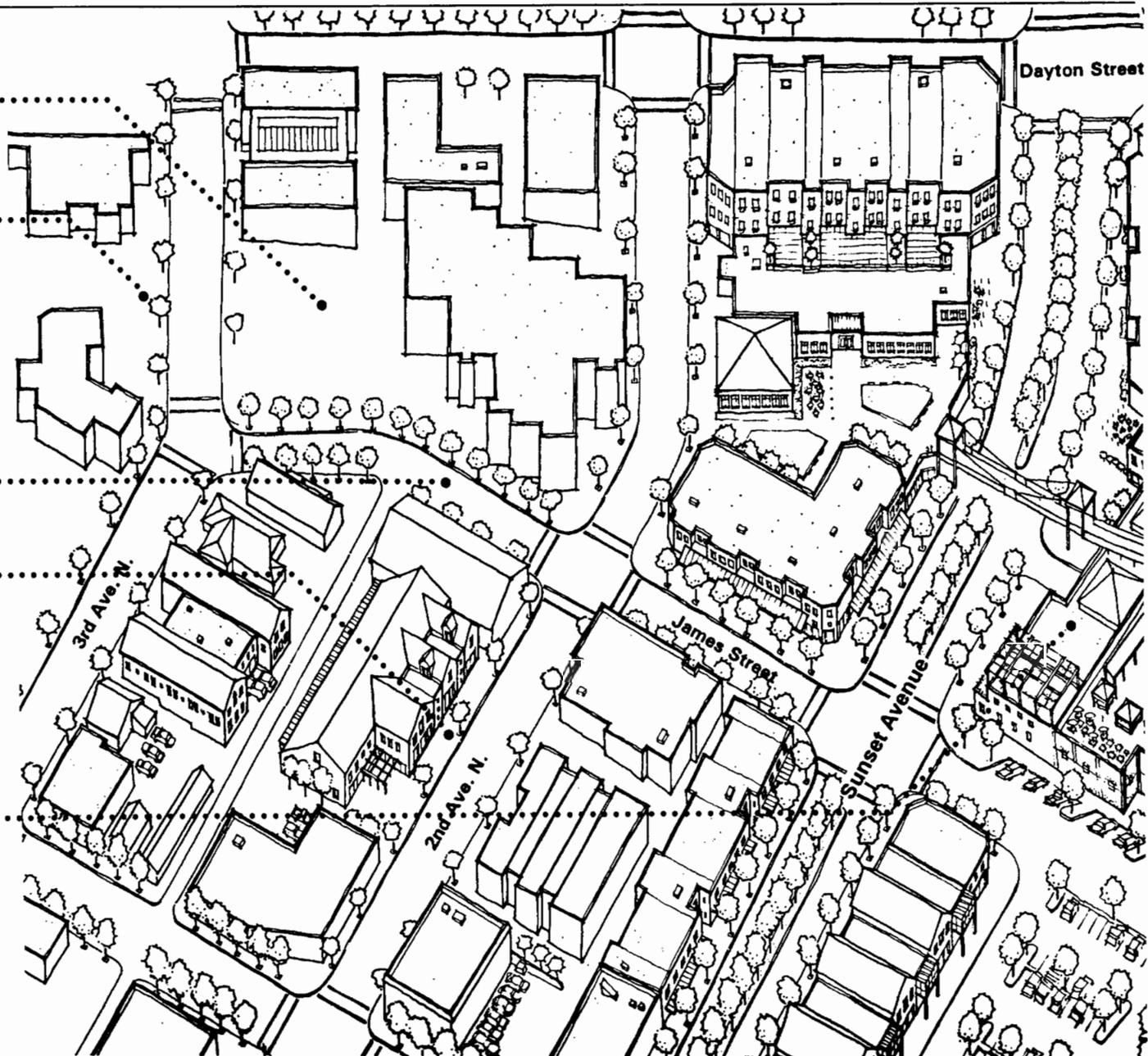
New redevelopment encouraged over parking lots.

Sidewalk with street tree improvements.

James Street enhanced as connection to central waterfront.

Design guidelines maintain small scale, pedestrian-oriented character of core.

New parking created in Sunset Avenue corridor parking reservoir.



V. Elements

Point Edwards Multimodal Transportation Center

Emerging conditions in the regional transportation network present Edmonds with the exciting opportunity of creating a new multimodal transportation center. With dramatic increases in cross sound ferry traffic, proposed increases in passenger rail service to Vancouver, and the possibility of a commuter rail connection between Everett and Tacoma (serving Boeing, industrial centers and cities located on Puget Sound), an Edmonds multimodal center appears to be an appropriate major link. Edmonds, along with the cities of Everett and Mukilteo and the Regional Transit Authority is studying the concept of a commuter rail corridor along the shoreline between Everett and Seattle which could ultimately connect with other rail transit systems.

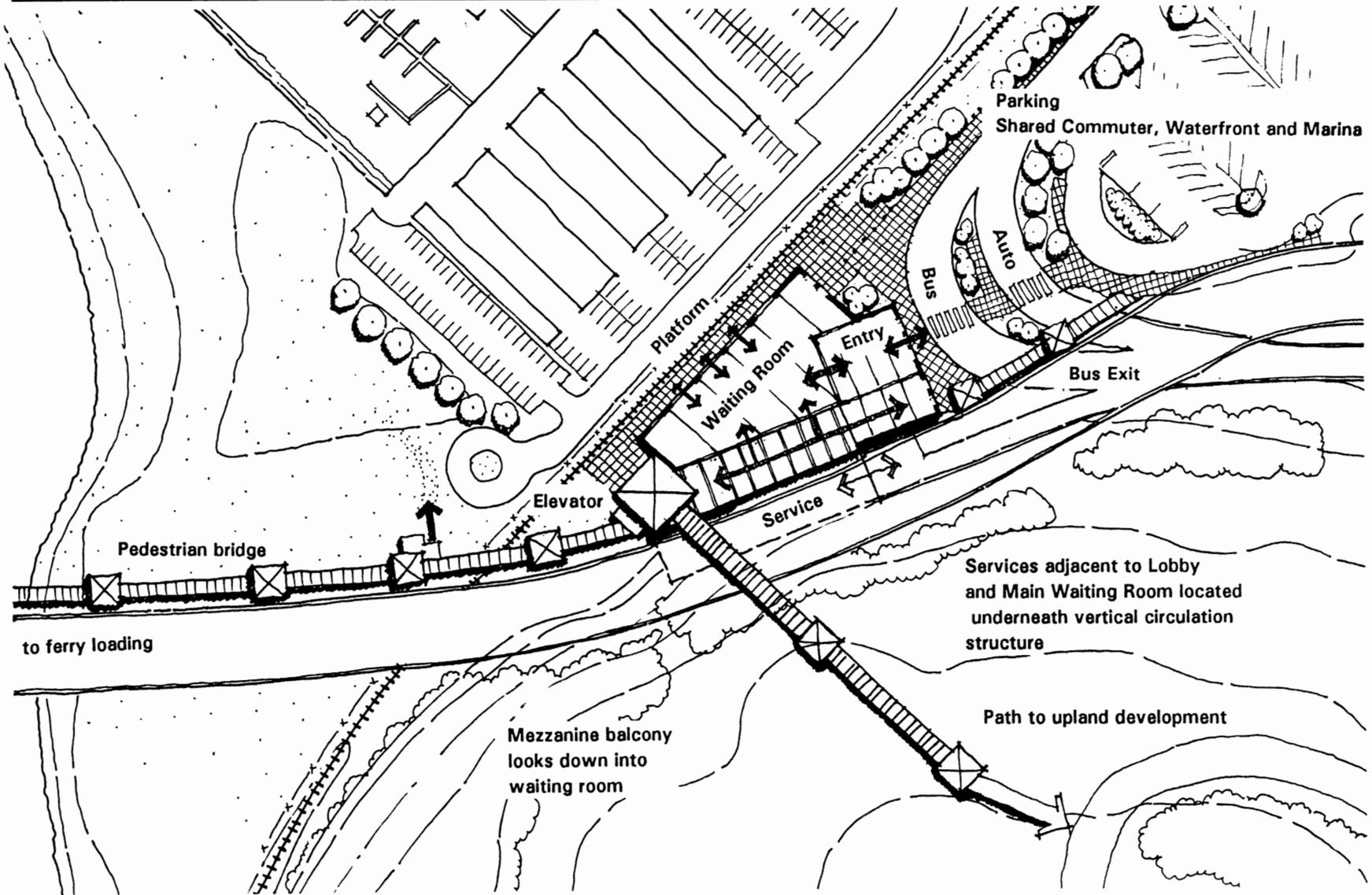
The preliminary concept presented in this report builds on the opportunity presented by relocating the ferry terminal. The proposed Point Edwards site allows for the grade separation of circulation routes and the efficient interchange between modes. As presented in this report, the concept is in its earliest stages of development.

However, this study identifies no “fatal flaws” or overriding problems that would prevent the viability of a regional center. The City of Edmonds has recently received numerous grants to study the concept in greater detail. As currently conceived, the multimodal transportation concept features a multilevel transit center linking ferry passengers at the upper level to bus, train, and auto/parking connections below. Pedestrian and bicycle paths will connect riders into town and other destinations. The 1/4 mile pedestrian overpass from the transit center to the ferry will be enclosed, perhaps with moving walkways. There is also the option of providing a bus turn-around at the ferry landing. Park-and-ride and kiss-and-ride facilities will also be included.

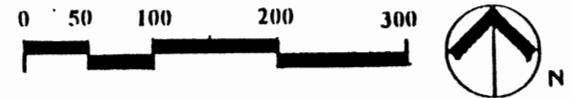
Traffic impacts are also an important consideration and will be studied in the upcoming feasibility analysis. At this point it appears that auto and bus traffic can be handled. Southbound traffic from the multimodal center will follow the existing route along Highway 104. Northbound traffic will bypass central downtown, reducing congestion.

The ultimate realization of the multimodal center depends upon resolving many regional, technical and funding issues at several levels. The fundamental city improvement directions, which were developed during this downtown/waterfront planning effort, work to support the development of a multimodal center. What is important to point out in the context of this plan, is that the downtown and waterfront would certainly benefit from a multimodal center.

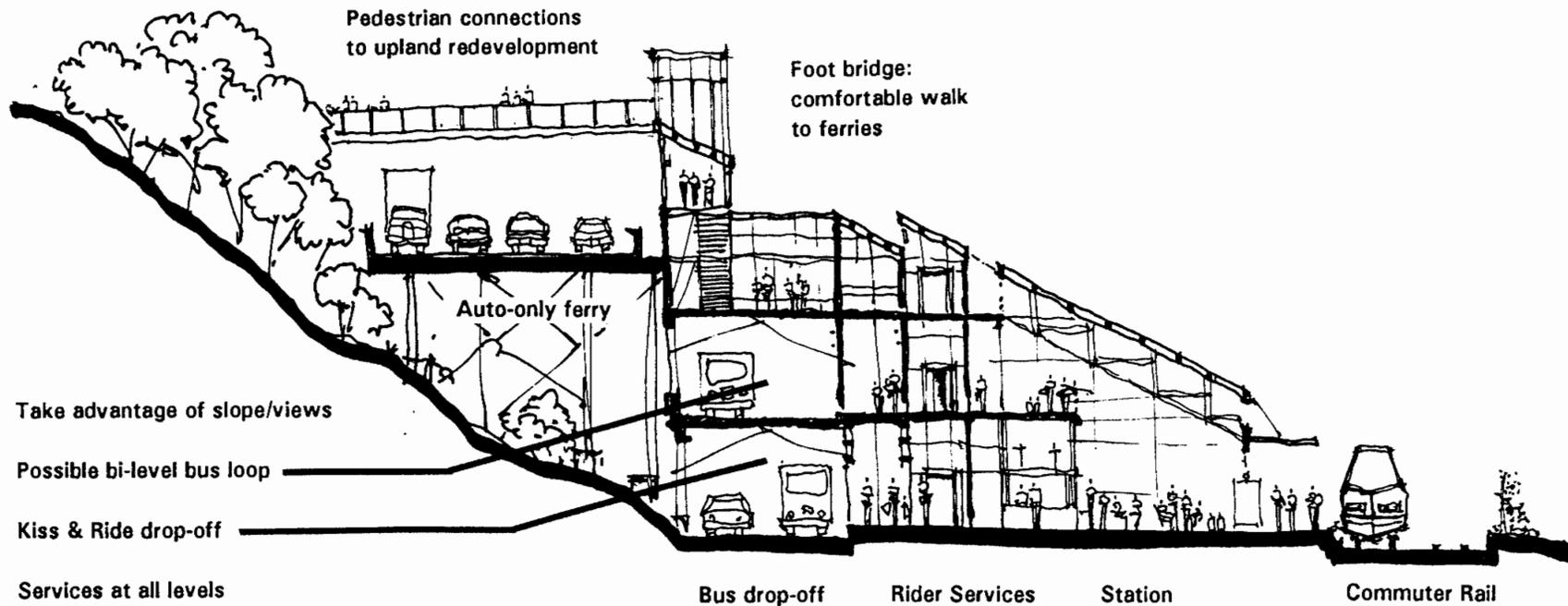
V. Elements



**Edmonds Multimodal Transportation Center
Multi-level terminal concept**



V. Elements



**Edmonds Multimodal Transportation Center
Cross Section Conceptual Diagram**

V. Elements

Point Edwards Site Redevelopment

The removal of the tank farm from the Point Edwards bluffs will provide a unique and attractive piece of redevelopable view property. Even after the construction of the ferry access and multimodal center, approximately 30-40 acres of redevelopable land will be left on the site. With convenient access to Highway 104 and expansive views, the upland portion of the site would be suitable for several different uses. Options suggested by citizens participating in the downtown/waterfront plan include parks, a senior center, a conference center, and a hotel. Because the site will not be available until the existing tank farm and related facilities have been removed and the site prepared for new development, redevelopment may be several years away. Therefore, there is no need to designate the preferred uses at this time. Nor can the City's role in the property's transferal and ultimate development within the ferry terminal construction be determined now. What is needed is some general guidelines for new uses and construction on the site to insure that the redevelopment is compatible with its surroundings and the community's overall redevelopment efforts. The following guidelines are recommended for the Point Edwards site redevelopment. They are not intended as a rigid set of standards because new opportunities and conditions may emerge. After careful study and public input, the Point Edwards site should be rezoned with a new designation to implement these guidelines and the performance criteria identified in the study.

It is recommended that the current zoning of the Point Edwards site be modified to reflect new development opportunities, the construction of the multimodal center, and the public objectives identified in this plan. The guidelines in the discussion of the site's redevelopment are intended to serve as a guide in this effort. Preliminary Guidelines for the Point Edwards Site include (Subject to further study):

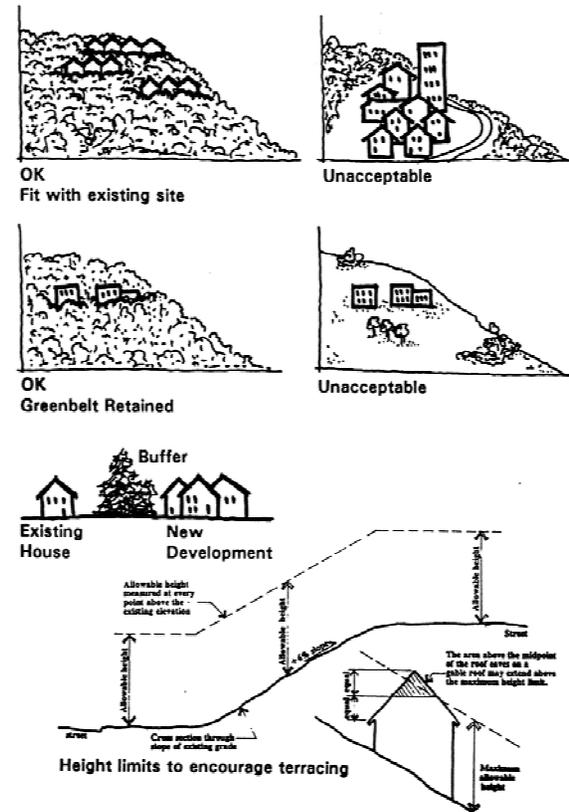
1. Give top priority to public transportation uses that require a waterfront site and rail access (ferry terminal, rail station, multimodal transportation center). Give secondary priority to uses that support a multimodal transportation center.
2. Encourage a mix of compatible uses.
3. Insure compatibility with neighboring uses.
4. Restrict uses that would detract from the economic viability or environmental quality of the downtown core (e.g., the relocation of existing businesses from the core). Encourage new uses that augment or complement activities in the core (e.g., conference center).
5. Encourage public or service oriented uses (e.g., expanded senior center with continuing care facility).
6. Encourage uses that take maximum advantage of the access, setting and views afforded by the site.

V. Elements

Preliminary Guidelines for the Point Edwards Site

1. The development, including buildings and site improvements should “fit” with the site’s topography and character. That is, the buildings should be clustered or terraced to conform to the ridge lines and utilize the headlands as a backdrop.
2. A greenbelt of trees must be retained on the steep slopes.
3. A heavily landscaped buffer must be provided to screen neighboring residences.
4. Height should be restricted to prohibit tower or massive block-like development. The height limit should be measured from each point on the building’s perimeter to encourage terracing. A 35’ maximum height limit is recommended as an interim measure. However this limit should be studied further as site development options become more defined. The following provides sample language for such a provision:

Height: The maximum height of all buildings is 35’ as measured from the existing grade elevation at each point of the structure’s footprint. That is the top of the allowable building envelope should roughly follow the slope of the existing terrain. Exception: the Architectural Design Board (ADB) may approve a taller single “signature structure” that serves as a landmark for the Point Edwards bluff, provided that the Board finds that the structure meets the objectives of this plan and subsequent City sponsored site design studies.



V. Elements

5. A composed complex of structures is recommended rather than one large structure.
6. The development may include one “landmark structure” designed to be a visual accent on the bluffs, provided that ADB finds the development meets the City’s objectives.

The example site plan shown on the following page illustrates one site development option consisting of a conference center and some multifamily housing. The conference center includes a 50-100 bed inn, meeting and banquet rooms, recreation facilities and a restaurant.

The implementation chart in Chapter IV (on page 50) summarizes the actions recommended in this plan. Not based on engineering studies or specific programmatic information, the estimates are very general and are provided for order-of-magnitude comparison only. The chart is not intended as a check list that will remain constant over time. New constraints and opportunities will emerge that will require adjustment of the overall direction. The implementation program in this plan is intended to help the City begin what will be a long and complex process. The key contribution here is to map out a logical, step-by-step direction the City can pursue now with the assurance that early steps will not prove counter-productive down the road.



OK



Unacceptable
A composed set of smaller structures



One landmark structure

V. Elements

Land Use and Zoning

Several land use and development control issues emerged during the planning process. The most important concerns dealt with pedestrian quality, and ground floor use in the downtown and the use and overall design quality of any potential development occurring in the study area. The Edmonds Community Development Code and Architectural Design Board (ADB) design review process address most of the public's concerns during the review of development proposals. However, the code changes and design guidelines listed below are recommended to add refinements and guidance in specific areas.

Special Guidelines for the Downtown Core

Pedestrian Oriented Street Fronts: At least 75% of the ground level storefront surface between 2' and 6' above the sidewalk should feature "pedestrian friendly" surfaces such as entrances, murals, window displays, bulletin boards or street vendors. Sidewalk areas reserved for restaurant seating and merchandise display should allow at least a 10' wide pavement width for walking. At least 75% of the ground level building frontage facing the street should be occupied by a pedestrian oriented use. (A pedestrian oriented use or business is a commercial enterprise or publicly accessible activity whose customers or users commonly arrive on foot, or whose signage, advertising, window displays, and entry ways are oriented toward pedestrian traffic. Pedestrian-oriented businesses may include restaurants, retail shops, personal service businesses, travel services, banks (except drive through windows), and similar establishments).

Upper Story Uses: Residential and office uses are encouraged in upper stories. (These uses will increase the clientele for restaurants and other services that may be impacted by ferry traffic growth and terminal relocation).

Parking Lot Location and Design: Encourage underground parking and parking hidden from view. Reduce landscaping requirements if the lot is not visible from the street.

Scale: Require building modulation or articulation to avoid large, monotonous building facades and retain the small scale of the core area.

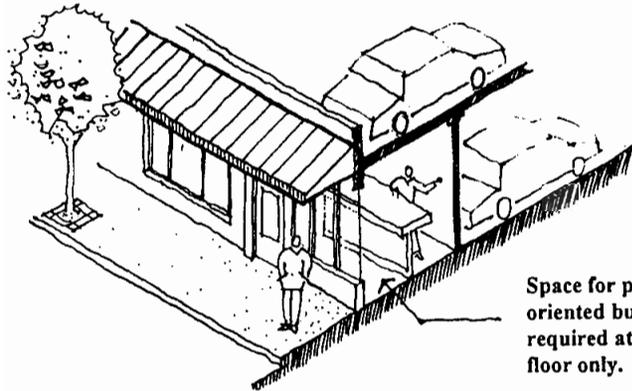
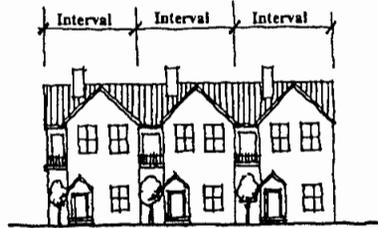
Building Details: Incorporate building details such as cornice lines, balconies, bay windows, articulated entries and trellises decorations and other features to add interest to building facades. Encourage the architectural enhancement of building corners facing street intersections. Encourage decorative, pedestrian oriented signs.

Site Planning and Improvements: Require that buildings face directly onto street fronts unless the building is set back to provide a pedestrian oriented plaza or landscaped open space. Do not allow parking lots to be located in front of buildings.

V. Elements

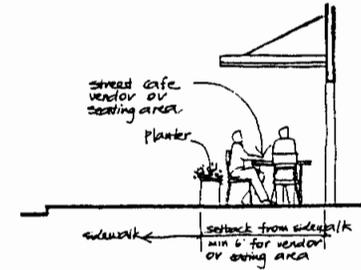
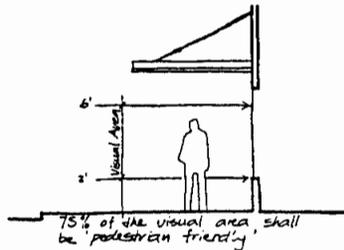
Building articulation

This building is articulated into intervals. Articulation methods include modulation, broken roof lines, building elements (chimneys, entries) and landscaping.

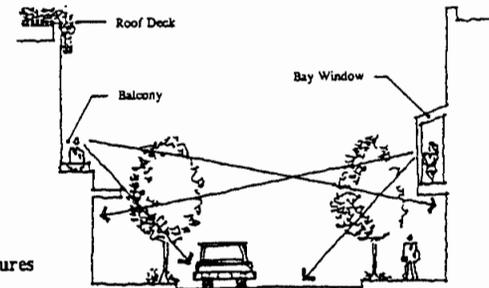


Space for pedestrian oriented businesses required at ground floor only.

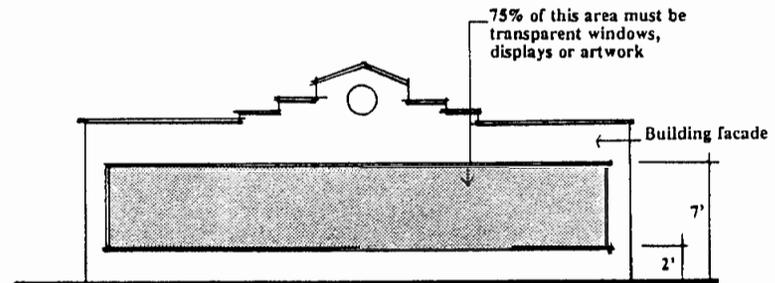
Providing space for pedestrian oriented business along parking garage frontage facing walkable street.



Increasing the connection between the street and upper stories enhances security on the street.



Upper Story Building Features



V. Elements

Shoreline Master Program Recommendations

The Edmonds' Shoreline Master Program (SMP) regulates shoreline use and development on the Edmonds coastal waters and all land within 200 feet of the ordinary high watermark of the shoreline. The SMP is part of a statewide regulatory program administered by the Washington State Department of Ecology. While the SMP is developed and confirmed by the City, the SMP must be consistent with the Shoreline Management Act and the Local shoreline permit applications are reviewed by the Department of Ecology, as well as the City.

The shoreline is classified into different environment designations (environments), and the SMP regulates the type of uses that may be permitted in certain environments. The SMP also sets standards and requirements for different types of shoreline improvements to protect environmental quality, maintain the public's right to access the waters and promote consistency between neighboring uses.

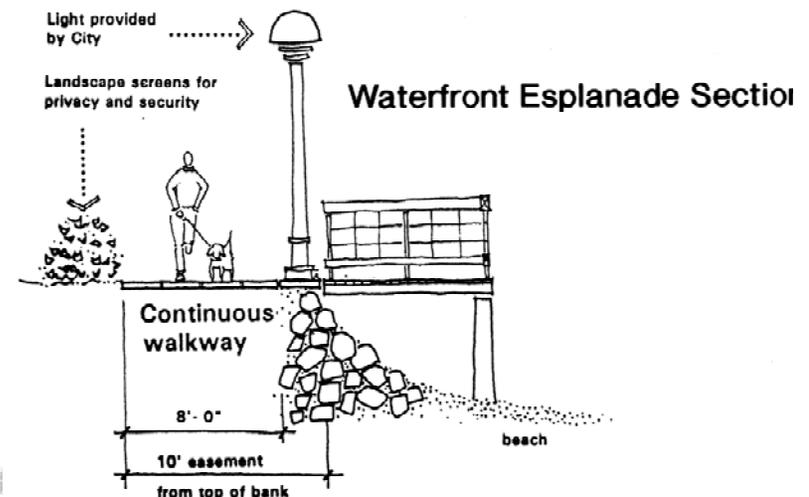
This plan recommends two categories of SMP modifications to implement the City's downtown waterfront goals. The first recommendation is to strengthen public access requirements for all development, including all renovations requiring a "substantial development permit". The City may also require screening of parking areas.

The recommended public access requirements are based upon the Department of Ecology's shoreline management guidelines, which are in turn based on the legal interpretation of the Public Trust Doctrine which delineates the public's right to have access

to those lands and waters held in public trust by the State. For more information on public access regulations, consult the Department of Ecology, Shorelands Division.

The second set of SMP recommendations addresses permitted shoreline uses along the central waterfront. These shoreline segments are currently in the "Conservancy" (north of the ferry terminal) and "Urban Environments".

To better clarify shoreline uses and their locations, it is recommended that the urban classification be further subdivided into more specific use environments. For example, an Urban Transportation environment could be created to give preference to transportation uses (such as a multimodal transit center or ferry terminal), an urban marina environment could promote boating facilities and related uses, and an Urban Mixed-use environment could be developed to allow a variety of uses, provided public access is incorporated into the development.



VI. Implementation

The recommended actions laid out in this plan are ambitious. Achieving the city's goals will require concerted action over a long period of time. Many of the improvements will require a significant amount of funds, most probably from several sources. Several of the actions must be integrated with larger, regional efforts. Most importantly, success depends on all of the interests and groups in downtown Edmonds working together, toward the same goals.

The results, however, will be worth the effort. One effect of this plan will be to expand Edmonds' role within the region. Not only will the multimodal center be an important link in the region's transportation network, the ferry terminal's relocation will promote enhancement of the waterfront and marina, two regional attractions in their own right. A second effect will be to expand the downtown geographically, bringing acres of land area into the sphere of downtown activity and influence. And thirdly, the quality and character of Edmonds' downtown will be enlarged.

The same small scale, high amenity identity that the downtown business community has already achieved will be continued and enhanced by better connections to the waterfront, expansion of the pedestrian business area, and the addition of new features.

As noted in the executive summary, implementation of the plan is based on a two phased strategy. The first phase, undertaken in anticipation of the ferry terminal relocation, involves preparatory actions to mitigate the increases in ferry traffic over the next few years and to lay the groundwork for redevelopment once the terminal is moved. The second phase, scheduled for after the terminal relocation, will take advantage of the new opportunities available. One of the most crucial points is the completion and attention to Phase 1 activities. This phased process works in tandem as the Phase 1 activities put into place the framework which will support and provide for the full opportunities of Phase 2 to be realized.

Suggested Implementation Elements

Action	Timing			Participants					Budget(*)	Comments
	1-2 Years	Before Relocation	After Relocation	City	State	Port	Business Community	Other		
1. Plan for redevelopment of Edmonds Way Corridor	█			●			○			Master plan, site develop. G.L. street design.
2. Build Brackett's Landing South Park	█			●	○					Apply IAC funds?
3. Complete continuous shoreline esplanade	█			●	○	●		●		Public construction & private develop. requirements & Port Imp.
4. Explore UNOCAL development options	█			○				●		Joint City/UNOCAL sponsored study to determine implementation.
5. Upgrade secondary downtown streets	█			●			○			Street trees, sidewalks and lights.
6. Plan for Senior Center facilities	█			○				●		Explore options for expanded facilities.
7. Encourage senior housing in downtown	█			●			○			Support and solve issues for housing in SW part of downtown.
8. Improve rail station for interim use	█			●	●			●		Plans underway for station rehabilitation.
9. Continue planning for intermodal station	█			●	●	○	○	●		Grant obtained.
10. Undertake downtown market study	█			○			●			Business community with City assistance.
11. Create multimodal station at Pt. Edwards	█			●	●			●		WSDOT/City/CT/joint effort.
12. Develop UNOCAL property			█					●		From plan determined in (4).
13. Coordinate circulation and parking with Port	█			●		●				Resolve conflicts at Pt. Edwards, complete esplanade.
14. Protect wetlands - develop trails	█			●						Project is underway.
15. Continue shoreline park system		█		●						*Park near Senior Center.
16. Build mixed-use parking structure			█	●			●	●		City or private sponsored.
17. Build pedestrian overpass over rail road			█					●		In conjunction with (1b).
18. Reconfigure 104 to Edmonds Way			█	●	●			●		City/State/L.I.D.
19. Redevelop Edmonds Way corridor & trans. moorage			█	○				●		According to Master plan in (1).
20. Redevelop ferry pier for passenger ferry			█	●		●		●		Work with passenger ferry and transient moorage provider.
21. Redevelop Senior Center		█		○				●		According to plans developed in (6).
22. Implement traffic improvements		█		●	●	○	○			See Transportation Plan.
23. Revise Shoreline Master Program	█			●	○					Emphasize public access and refined use element.
24. Establish development guidelines	█			●			○			Examine height and design standards.

● Leads activity ○ Supporting or coordinating participant