

Background information by Topic for Workshop I - Desired Uses, October 16 2010

General Mix, Composition and Character

Questions to be addressed at the workshop:

What do you envision as the general makeup of uses in the development around the station? What uses will have the strongest presence? I.e., is the four site redevelopment:

- A mostly residential redevelopment with active ground level retail.
- A pronounced retail hub – with other uses on the sites.
- A pronounced community services campus - with other uses on the sites.
- Something else – i.e. a substantial office / employment component.

Background (links to reports referenced and available online may be found at the end of this document, all references are *excerpts* from the report cited)

Sound Transit Baseline Report (2008)

All projects must reflect market factors to produce a long-term fair market return to Sound Transit. Sites A and C are well suited to serve smaller retail tenants, ranging in size from 800 to 4,000 square feet, with 1200 SF being typical.

Champion Recommendations Report (2010)

Develop an urban design framework that identifies street function, adjacent uses, public amenities, and sidewalk and street design.

Responses and Current Assumptions

Based on the vision and existing code, redevelopment will likely result in ground floor retail on the Broadway frontages and residential at 5 stories above. On the 10th Avenue frontage, stacked flats and/or apartments to forty feet are permitted outright.

Previous Work by Stakeholders

The Broadway Economic Vitality Action Agenda (BEVAA), June 2006, directed Sound Transit to consider:

- Corner parcels are prime locations that attract the best retailers and should be reserved for retail use;
- Solicit and incorporate the real estate development community's perspective and knowledge regarding the design elements for successful mixed use urban spaces, including quality retail spaces and residential uses'
- Continuous retail frontage is critical for Broadway.

Champion Report:

- The retail spaces should be designed to accommodate a variety of retailers;
- Ground floor uses and the adjacent sidewalks should be designed to accommodate destination retail appropriate for the neighborhood scale, positioned to serve customers well beyond that of the neighborhood limits.

Relevant Data / Information

Zoning

Sites A1, A2, C: NC3P-40(65), Neighborhood Commercial 3, Pedestrian Overlay, 65' height limit. Above 40' must be residential.

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Sites B1,B2: NC3P-40, Neighborhood Commercial 3, Pedestrian Overlay, 40' height limit.

Site D: NC3P-40 & MIO 105, Major Institution Overlay, Height limit to 105' if related to college use.

Total Development Capacity

NC zoning encourages ground level commercial with residential above, but accommodates upper level office or commercial uses as well. Assuming base zoning, the four sites could accommodate in the range of 250 - 500 total housing units if most upper floors were housing. Together the four sites could accommodate 20,000 – 40,000sf of ground level commercial space. Community / cultural center uses or office uses could substitute for retail or housing, especially on upper floors.

Approximate Developable Capacity Per Sites

(Rough estimates for discussion purposes only.)

Site A1: Footprint ~13,000sf x 6 stories = ~78,000sf. ~5-7 ground level shops. ~12-14 housing units/floor.

Site A2: Footprint ~8,000sf x 6 stories = ~48,000sf. ~3-5 ground level shops. ~7-10 housing units/floor.

Site B1: Footprint ~13,500sf x 4 stories = ~54,000 sf. ~5-8 ground level shops. ~13-15 housing units/floor.

Site B2: Footprint ~8,500sf x 4 stories = ~34,000sf. ~3-6 ground level shops. ~7-11 housing units/floor.

Site C: Footprint ~14,500sf x 6 stories = ~87,000sf. ~15 or so housing units/floor.

Site D: Footprint ~9000sf x 10 stories = ~90,000sf. ~15 or so housing units/floor.

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Retail and/or Office – How Much / What Kind / Where?

Questions to be addressed at the workshop:

- How much of the retail should be targeted to small local business – some, most, all? Where on the site should they be located?
- Should there be a larger anchor tenant, and what type of business might that be? Where might it be located?

Background

The ground floor plates of the three Sound Transit parcels along Broadway total 47,359 square feet. Current NC₃ (Neighborhood Commercial 3) zoning requires non-residential uses at street level on arterials. Typical non-residential uses envisioned in NC₃ zones include supermarkets, restaurants, hotels, clothing shops and business support services.

The P (Pedestrian) Overlay zoning requires that street level uses be limited to pedestrian-oriented, non-residential uses such as retail, entertainment, restaurants, and personal services. The Station Area Overlay zoning prohibits uses that are not supportive of walkable neighborhood business areas or uses that are automobile-related.

The NC₃-40' zone on the site adjacent to 10th Avenue does not require retail or commercial ground floor uses; 10th is not an arterial and the site is not within the Pedestrian Overlay.

Sound Transit Baseline Report (2008)

Sites A and C are well suited to serve smaller retail tenants, ranging in size from 800 to 4,000sf with 1,200sf being typical. Second floor retail should not be considered and all space entries must be at grade.

Champion Recommendations Report (2010)

Nagle Place and E. Denny Way - Ground floors should feature neighborhood retail spaces targeting smaller neighborhood services and be small and flexible. Broadway & E. Olive - Ground floor uses and their adjacent sidewalks should be designed to accommodate destination retail appropriate for the neighborhood.

Previous Work by Stakeholders

City of Seattle Concept-Level Station-Area Planning Recommendations "Housing Actions" section (2000):

- Support CHHIP and other nonprofit efforts to provide affordable housing;
- Consider creation of housing Transfer of Development Rights/Bonus program and the Property Tax Exemption Program for Multifamily Housing to facilitate affordable housing development;
- Work with Sound Transit to identify housing opportunity sites;
- Promote/facilitate mixed-use, mixed-income transit-oriented redevelopment of public and privately-owned sites in the station area;
- Develop a housing program and financing mechanisms that enable affordable housing to be included in housing development. This may include changes to the Land Use Code that encourage housing and human services;
- Work with SCCC to explore opportunities for student housing.

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Market and Development Feasibility Analysis (2003):

- Demographic shifts have led to a preponderance of specific types of retail that serve those in the immediate vicinity, but not the greater Capitol Hill neighborhood.
- New office development should be planned with caution and only undertaken after strong commitments by tenants are made.

The BEVAA directed Sound Transit to consider (2006):

- Corner parcels are prime locations that attract the best retailers.
- The Broadway station should encourage dense, attractive commercial activity.

Sound Transit Baseline Report (2008):

- Code requirements and market demand are expected to ensure the inclusion of retail, which will contribute to Broadway's economic, cultural, and social vitality.
- Retail tenancy choices are best made by the developers obtaining the development rights through the RFQ/RFP process.
- The market is unlikely to support a large anchor tenant. The TOD developer, responding to market conditions and factors, should determine the retail composition of the development sites.

Champion Report (2010):

- Encourage developers to include distinguishable, diverse, and active retail uses adjacent to the transit station.
- Ground floors should feature neighborhood retail spaces targeting smaller neighborhood services and be small and flexible to expand or to be used in alternative ways —such as by arts organizations, art studios, or childcare — to reflect changing demands.

Relevant Data / Information

- NC3 zoning requires non-residential uses at street level on arterials.
- The P (Pedestrian) Overlay requires street level uses be pedestrian-oriented non-residential uses such as entertainment and restaurants.
- The Station Area Overlay prohibits uses that are not supportive of walkable neighborhood areas or uses that are automobile-related.
- The NC3-40' zone on the 10th Avenue sites does not require retail or commercial ground floor uses.

Retail Space Depths - Comparisons

- Brix Building: ~48' deep. (ie. Vivace, Dilletante)
- Joule Building: 81' deep. (ie. Qboda Mexican Grill, several vacant.)
- The Broadway Building: ~53-82' deep. (La Panera, Genki Sushi etc.)
- The Capitol Building: ~40' deep. (American Apparel, Bleu Bistro etc.)

Note: Total depth of sites A and B is in the 60' to 80' range.

Retail Space Size - Comparisons

- Qdoba Mexican Grill: ~2,900sf
- Molly Moon's (Cap. Hill): ~750sf
- American Apparel (Cap. Hill): ~950sf
- RiteAid: ~9,000sf
- Walgreen's (Pine / Broadway): ~11,000sf
- Urban grocery stores: 20,000 - 40,000sf range

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- Large retailers - urban: (i.e.. Gap, Target) 15,000 - 30,000+sf range

Note: Ground floor plates of the three Sound Transit parcels along Broadway total about 47,000 square feet.

Approximate Commercial Space Retail Rents: (\$/SF)

- 1st floor retail in a new building on Broadway: \$35-\$40
- 2nd floor retail in a new building on Broadway: \$20-25
- Retail in a nearby new non-Broadway building: \$20-\$25
- 2nd floor office in a new building on Broadway: \$25

Approximate Average New Construction Cost:

6 story building (wood frame over concrete base): \$150-\$200/sq. ft.

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Housing – How Much / What Kind / Where?

Questions to be addressed at the workshop:

- About how much of the housing in the redevelopment should be affordable housing?
- What type of affordable housing should be the primary target – Moderate Income, low income, very low income, special needs, senior?

Background

Increasing residential density is a major goal of transit-oriented development because of its potential to increase transit ridership. Existing zoning on the five sites may result in 300 or more new residential units.

Sound Transit Baseline Report (2008)

Affordable housing is market-driven and will be an issue that the community will pursue. Affordable housing can be built on land acquired at fair market value. What constitutes a significant goal also needs to be defined.

Champion Recommendations Report (2010)

Encourage creative partnerships between affordable housing developers and market rate developers to create a mixed-income project.

Responses and Current Assumptions

Sound Transit and the City of Seattle Office of Housing continue to explore affordable housing options and will coordinate with development professionals in the community and private and non-profit housing development entities.

Previous Work by Stakeholders

The BEVAA observed and recommended (2006):

- A housing supply that enables a broad spectrum of people – with various occupations and income levels will support the vision for Broadway’s best future, will help protect the artistic, cultural and lifestyle assets of the neighborhood, and will make it a more economically successful district.
- Work with the City, Chamber and non-profit housing developers to:
 - Set a significant goal for affordable housing
 - Identify effective land disposition and development strategies along with financing tools to implement the goal
 - Consider SCCC’s interest in additional housing for its international students.

Sound Transit Community Forum (2009):

- A broad balance of housing is needed on Capitol Hill, and a mix of both affordable and market rate housing would bring balance.

Champion Report (2010):

- In an effort to bring investment to the community while mitigating displacement, incorporate affordable housing and affordable local business space.

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Sound Transit's Draft Housing Market Study (May 2000):

- Assuming no new unknown projects are completed, it is anticipated that by 2015 demand for new market rate apartment units located on Capitol Hill will exist to support a new project. In addition, demand for income restricted apartments, both family and senior units, will exist in 2015. Feasibility analysis, based on project specific conceptual design work, is the subject of additional study.

Relevant Data / Information

Affordable Housing Classifications (AMI - Area Median Income)

Very Low Income: Affordable to those earning 30% AMI and below.

Low Income: Affordable to those earning 30%-60% AMI

Moderate Income: Affordable to persons earning 60%-80% AMI

Sound Transit Online Housing Survey Results:

Definition of "affordable"

- 33% said it is for the average full-time worker.
- 20% said it is for people at 80% AMI or below.

Desired proportion of affordable housing on Broadway

- 64% said 50% or less of all units should be affordable
- 31% said 50% or more of all units should be affordable

Identified need in neighborhood

Unmet demand exists for 8,263 units affordable to households earning 60% AMI in the Capitol Hill. This unmet demand is expected to increase by 1,719 units to 9,982 units when light rail opens.

Funding Resources for Affordable Housing

Seattle Housing Levy:

60% of funding is dedicated for people making 0-30% AMI

30% of funding is dedicated for people making up to 60% AMI

10% of funding can be used for people making up to 80% AMI

HUD HOME funds are dedicated to low-income families & individuals

Low Income Housing Tax Credits (WSHFC)

No funding for State Housing Trust Fund

Development Capacity for Housing

Under base zoning, the four sites could accommodate in the range of 250 - 500 total housing units if most upper floors were housing.

Approximate Average New Construction Cost:

6 story building (wood frame over concrete base) \$150-\$200/sq. ft.

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Community Facilities & Services

Questions to be addressed at the workshop:

- Should the community center be co-located with other community elements such as artist's spaces, live/work spaces, etc.
- Should the community center have adjacencies, and/or an ownership connection with the affordable housing?
- What uses adjacent to the station plaza (Nagle Place Extension) are best suited to activate the plaza?

Background

Sound Transit Baseline Report (2008)

Sound Transit will award development agreements for the Capitol Hill sites consistent with its real property disposition policies, procedures, and guidelines.

Champion - Recommendations Report (2010)

The spatial needs of Capitol Hill's many non-profit, LGBT, cultural, and community organizations are underserved; provide multi-use space for pre-selected organizations in the new development. Provide a permanent home for the Farmer's Market.

Creative Crossroads

Creative Crossroads is currently identifying a vision and strategy for creating a community cultural space in the Broadway Station Area. The group will develop recommendations on the size, uses and siting of the space as well as next steps for creating the management capacity, funding and development incentives needed to realize this vision. Findings of the Creative Crossroads group will fit into the urban design framework.

Responses and Current Assumptions

Sound Transit is proposing a station plaza between sites A and B that will house the Broadway Farmer's Market one to two days a week.

Previous Work by Stakeholders

City of Seattle Concept-Level Station-Area Planning Recommendations Human Services section (2000):

- Support human services in the station area that can benefit from easy access to buses and light rail, and will serve Capitol Hill residents and others in nearby communities.
- Explore options for new childcare facilities and other appropriate services as needed by the community.
- Work with Sound Transit and property owners to provide space affordable to organizations providing human services locally.

The Cultural Overlay District Advisory Committee (CODAC) Report, Appendix J:

- The analysis showed that the cost of increasing the height from 65 to 75 feet did not make up for the cost of providing below-market rent for arts organizations. This was the case whether the additional floor was used for office or for housing. The main reason was the construction type required by Building Code;
- However, the analysis did not look at the possibility of providing additional height as an incentive in zones with a 40 foot height limit. It is likely that in such areas the incentive would be successful,

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because the building would use standard wood frame construction even with the additional height. This option merits further analysis.

Champion Report (2010):

- Provide a permanent home for the Farmers Market. Incorporate the ability to host a variety of activities such as street vendors, artists, festivals and block parties.

Relevant Data / Information

Example of meeting room sizes - Miller Community Center

Multipurpose room: 52x41, 2,132 Sq. ft., accommodates 150 people, rents at \$50/hr

Small meeting room: 16x14, 224 sq. ft., accommodates 15 people, rents at \$30/hr

Gym: 97x68, 6,596 sq. ft., rents at \$40/hr

Small gym: 76x39, 2,964 sq. ft., rents at \$40/hr

Community Center Seattle Example - Youngstown Cultural Arts Center

Project description: Mixed-Use programming, gathering and educational space; artist live-work units.

Cost: \$12M plus tax credits

Size: Three stories; 25,000sf

Notes: renovation, not new construction

Community Center Non-Seattle Example - Center on Halstead, Chicago

Project Description: LGBT non-profit. Services and community space.

Size: Three stories; 55,000sf

Notes: Renovation, Anchor Tenant rents first floor

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Parking – Bikes and Cars

Questions to be addressed at the workshop:

- Should there be a central bicycle parking facility? If so where? What types of bicycle users should it accommodate? i.e. commuters, residents etc.
- About how much auto parking should be provided in the development and how should it be allocated?
- How can auto parking provided in the building be decoupled from residential and commercial units?
- Should there be an auto parking maximum?

Background

TOD best practices suggest that the availability of free or low-cost parking is a major deterrent to transit ridership, and antithetical to transit-oriented land uses. No commuter parking (park-and-ride) is provided by Sound Transit at its stations in the City of Seattle per existing code. Sound Transit will provide bicycle racks and lockers at the West Entrance, however, it is anticipated that additional bicycle parking will be needed to respond to growing demand.

Sound Transit Baseline Report (2008)

Sound Transit involvement in the development of public parking (as part of a TOD project) is inconsistent with its transit mission and is not financially feasible. However, the TOD sites will include tenant parking and developer incentives to car parking.

Champion Recommendations Report (2010)

Encourage developers to propose a very low parking ratio and explore opportunities to share parking between the ST parcels and between uses. Where feasible, aggregate parking for multiple buildings in a shared location. Explore setting an appropriate maximum ratio or number of parking spaces for the sites.

Responses and Current Assumptions

Recent Sound Transit site plans show potential access to below grade parking via John St., and possible below grade parking under site A and possibly site B. Commercial lenders often require parking be included in conventional financing structures.

Previous Work by Stakeholders

City of Seattle Concept-Level Station-Area Planning (2000):

- Establish policies that prioritize parking for residents and retail and discourage commuter parking, allow shared parking among developments, separate parking costs from building rent costs, and implement transportation demand management.
- Supply bike parking at station entrances to accommodate passenger demand and increase transit ridership. Mark bike routes and improve the condition of existing facilities to increase access to the station.
- Support the existing car sharing program and encourage greater participation.

The BEVAA observed and recommended (2006):

- Parking is a critical need and opportunity.
- Incorporate parking for the business district in the redevelopment.

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- Provide a permanent, predictable, affordable parking supply.
- Use the less desirable areas of the site (especially below-grade) for parking.

Sound Transit Community Forum Process (2009):

- Sound Transit intends to limit total parking inventory at its sites to develop limited underground parking for site tenants and retail.
- Sound Transit will encourage/require developers to provide alternatives to reduce car parking.
- The exact amount and configuration of parking will ultimately be determined through the developer proposal and design process.

Champion Report (2010):

- Encourage creative approaches to minimize demand for automobile parking on the sites. Sound Transit has identified many of these strategies, among others, in the Capitol Hill Station TOD Baseline Report.
- Explore creative options to expand bicycle storage and increase bicycle access including: high-density bicycle stacking; replacing some street parking with their new on-street bike parking; ground floor area for a Bike Station; hourly bike rental system for Capitol Hill etc.

Relevant Data / Information

Underground Parking Construction Costs: \$25,000 - \$30,000 / space

Recent Broadway Developments Vehicle Parking Ratios:

- The Broadway Building:
 - 110 residential parking stalls for 118 units = .93 stalls / unit
 - 21 commercial stalls for 13,440sf retail = .64 stalls / 1,000 sf retail
- Brix Building:
 - 150 total parking stalls for 141 residential units and 7,765sf retail.
- Joule Building: 357 parking stalls for:
 - 292 parking stalls for 295 residential units = .99 stalls / unit
 - 65 commercial stalls for 30,000sf retail = 2.2 stalls / 1,000 sf retail

Bicycle Parking Facility Options:

- SDOT Ongoing Bicycle Station Work:
 - Westlake Hub - 2011 implementation. 50 bike secure parking.
 - 2011 planning and design of bicycle facilities at King Street / ID Station, Capitol Hill LR Station, and Husky Stadium Station.
- Private In-Building Bicycle Stations
- Covered / Secure Outdoor Bicycle Parking

Secure Bike Parking Examples:

Bikestation (Washington DC)

- 1,600sf with 130 indoor and 20 outdoor bike spots
- Retail store and repair shop, changing rooms, lockers, and bike rental
- Key card access for members

Bike Arc - Modular Secure Bicycle Parking Structure

- Adaptable from 16 to 60+ bikes per unit

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Maximum width is 14' with standard length per unit

Mobis Secure - Secure Bike Module - Covina, Ca

10' x 25' = 250sf. Holds 36 bikes per module.

\$8/month pay to park.

The Dero - uncovered on street bike parking rack

~18' x 5.5' = 100sf. Holds 14 bikes.

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Master Planned or Individual Sites

Questions to be addressed at the workshop:

To what extent do you envision the redevelopment around the station area as:

- A single, master planned development with extensive integration of uses and design across the 4 infill sites?; or
- A cluster of separate infill projects within a general framework?

Background

Sound Transit Baseline Report (2008)

Sound Transit confirmed that the 4 (or possibly 5) separate TOD sites work well with proposed RFQ/RFP approach, construction phasing and likely development specializations.

Champion - Recommendations Report (2010)

Sound Transit's centrally located parcel assemblage for Transit Oriented Development (TOD) adjacent to the Broadway Station presents a unique opportunity of progress for the Capitol Hill community. Development needs to respond to neighborhood priorities and set a precedent in high-quality architecture and urban design on Capitol Hill.

Responses and Current Assumptions

The top of the station box will be a separate tract and remain in Sound Transit ownership. Sound Transit is working with the City Attorney's Office to explore possibilities to bind site, use, and design concepts for a coordinated development.

Relevant Data / Information

Sound Transit's five parcels total 70,000 square feet of commercial real estate, excluding the top of the station box. While Sound Transit will issue individual Request for Qualifications and Requests for Proposals for these sites, Sound Transit believes the interrelationships of the sites to the neighborhood would be well-served by over-arching land use approval.

Several land use regulatory models exist for coordinated planned area developments including:

- Property Use and Development Agreement (PUDA)
- Planned Community Developments (PCD) currently limited to sites in downtown, but potentially applicable to the Capitol Hill station area.
- Provisions in state law allowing a Development Agreement.

Sound Transit is working with the City Attorney's Office to identify if there is an opportunity to create a land use process to bind site, use, and design concepts into an overall approval. Sound Transit advocates that this will ensure overall and individual parcel redevelopment as envisioned by the community, the City and Sound Transit, thereby providing regulatory predictability for future individual parcel approvals, Master Use Permits (MUPs), once property transactions occur.

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Modifying the Envelope

Questions to be addressed at the workshop:

In general do you think that the City and Sound Transit should consider modifying zoning and development standards for the sites to help facilitate the preferred uses? For example:

- Should movement and shifting of the allowable height and density within the four sites be allowed to facilitate the preferred uses and design?
- Should upzones of height or density be allowed on some portions of the sites if it can help facilitate preferred uses and design?
- If increased height and density is considered – what areas of the sites are best suited for such an increase?

Background

Sound Transit Baseline Report (2008)

Sound Transit’s baseline report assumed the existing zoning would apply to the redevelopment sites.

Champion - Recommendations Report (2010)

Consider allowing additional height or Floor Area Ratio (FAR)... Note: additional building height and/or an increased floor-area ratio is not universally supported and should be explored further with the community.

Relevant Data / Information

Planned Development Scenarios

In coordinated planned development scenarios (see previous Master or Planned Individual Sits topic), unique or site specific modifications to the allowable height and density could be accomplished. Increased height and density could be linked to a specific preferred urban design outcome.

Existing Incentive Zoning Structure

Under the City’s existing incentive zoning ordinance, upzones in station areas including Capitol Hill are subject to incentive zoning provisions. Where an option for increased height and density is made available, developers may choose to take advantage of the increased development capacity if they provide a certain percentage of the increase as affordable housing. Developers have the option of providing the affordable housing on site, in the neighborhood or to make an in-lieu payment.

Links to Reports Referenced

Sound Transit Baseline Report (2008)

<http://www.soundtransit.org/x10501.xml> click on link to Sound Transit Capitol Hill Stations TOD Sites Baseline Report

Champion Recommendations Report (2010), also referred to as Champion Report

http://www.schemataworkshop.com/site/plan_capitolhilltod.php, click on BroadwayTOD: Recommendations

The Broadway Economic Vitality Action Agenda (BEVAA), June 2006,

<http://www.caphillchamber.org/> click on link to Broadway Action Agenda

City of Seattle Concept-Level Station-Area Planning Recommendations (2000)

http://www.seattle.gov/transportation/ppmp_sap_neigh.htm#capitol

Market and Development Feasibility Analysis (2003):

http://www.seattle.gov/economicdevelopment/pdfs/BroadwayBusinessDistrict_FinalAnalysis_121003.pdf

Sound Transit Community Forum (2009):

<http://www.soundtransit.org/x10501.xml>. look for links to 2009 Community Forums

The Cultural Overlay District Advisory Committee (CODAC) Report, Appendix J:

<http://www.seattle.gov/council/codac/default.htm> click on Appendix