

Pacific Street

The Pacific Street station site is located in the midst of University institutional and office uses. The station area already supports transit use and pedestrian activity, primarily in relation to University activity. In addition, the Burke-Gilman Trail and Portage Bay attract pedestrian and cyclists.

The existing mix of land uses and residential densities can be supported to encourage even more transit use and pedestrian mobility. The station area is mostly occupied by the University campus and associated institutional buildings. A greater mix of uses and increases in density through zoning changes can help make the station area even more transit-supportive.

SOUND TRANSIT ALIGNMENT AND STATION OPTIONS

The preferred alignment between NE 45th Street and Capitol Hill is underneath 15th Avenue NE, with a station at the intersection of Pacific Street.

EXISTING STATION AREA CONDITIONS

LAND USE AND HOUSING

Like other two potential station areas in the University District, the Pacific Street station area is dominated by the University of Washington campus and associated institutional buildings. It has only a few non-institutional uses, comprising only several acres of land. Nearly six acres of vacant parcels are found on Portage Bay; this isolated parcel is accessed from the intersection of NE Boat Street and 15th Avenue NE.



View looking south on 15th Avenue NE toward Pacific Street station site.

There are a few residential units in the station area. These are interspersed in commercial areas in the northwest portion and include converted lofts, second-story units, and other small-scale residential uses. There are no large multi-family structures in the station area.

TRANSPORTATION

The Pacific Street station area includes several major arterial routes that provide excellent automobile access between the University campus and adjacent neighborhoods. The area has strong pedestrian corridors that connect the pedestrian-oriented campus to Portage Bay.

- *Auto Access to UW Campus.* NE Pacific Street serves as a major connector between I-5 on- and off-ramps, Eastlake Avenue NE, and the University campus. High traffic volumes are typical.
- *Transit Access to Adjacent Neighborhoods.* The 15th Avenue NE corridor also accommodates bus service between the campus, University Way, and the Capitol Hill neighborhood.

| Pacific Street Station Area – Existing Conditions, 1997¹ | |
|---|-----------|
| Population | 35 |
| Employment | 23,101 |
| Median Household Income (1996) | \$ 14,891 |
| <i>Residential Land Use</i> | |
| Total Dwelling Units | 20 |
| <i>Density²</i> | |
| Single-family Zones | N/A |
| Multi-family Zones | 0.0 |
| <i>Commercial Land Use</i> | |
| Total Floor Area (sq. ft) | 1,036,561 |
| Retail/Service | 11,600 |
| Office | N/A |
| Floor Area Ratio (FAR) ³ | 0.05 |
| ¹ Within a ¼-mile radius of station location. | |
| ² Dwelling units per net residential acre in specified residential zones. Residential units in non-residential zones are excluded. | |
| ³ Ratio of non-residential space per net acre of commercial and industrial land use. | |

- *Pedestrian Corridors.* University Way and Brooklyn Avenue provide pedestrian connections between the University District commercial node (on University Way), the campus, and Portage Bay. The Burke-Gilman Trail provides a recreational corridor for bicyclists and pedestrians.

Community Issues

The *University Community Urban Center Draft Plan* identified several issues related to transportation in the neighborhood. The community is particularly concerned with enhancing facilities associated with transit, pedestrian, and other non-auto modes of travel. Specific concerns include:

- *Pedestrian and Bicycle Facilities.* Improving pedestrian and bicycle facilities, such as wider sidewalks, pedestrian bulbs, bike lanes, and a bike route through the University campus;
- *Transit Operations and Facilities.* Evaluating existing transit operations and developing strategies that will improve transit operations in the future. The community is also interested in having transit staging facilities, perhaps as part of a mixed-use project between 11th Avenue NE and 12th Avenue NE, NE 47th Street and NE 48th Street
- *Parking Supply and Management.* Providing parking necessary for economic vitality, while discouraging commuter parking.
- *Bus staging and circulation.* Allowing for bus staging and circulation when the light rail system is operational, especially if the University District is the northern terminus of the system.

1995 Metro Six-Year Plan

The University District is already an important transit center in the Seattle region, with transit activity in the area expected to increase over the next several years. King County's *1995 Six-Year Transit Development Plan* targets the University District for improvements in transit services and facilities. The University District is designated as both a transit hub and an employment target area. Several policies focus additional and improved bus service to the University District area:

- *Designated Transit Hub.* The *Development Plan* establishes 44 transit hubs throughout the Seattle region, of which the University District is one. These transit hubs are targeted for service and facility improvements, depending upon service routes, transit frequencies (Strategy C-1), and funding.
- *Improved Commuter Access for Employment Centers.* Thirty-four (34) employment target areas throughout the Seattle region are identified and slated for improved peak-hour service, both for fixed routes and flexible routes. The University District is identified as one of these employment centers (Strategy S-4).

- *Improved Bus Frequencies.* The frequency of buses along core routes will be increased. These include routes between from the University District to the International District and Downtown Seattle, as well as routes to the University District from Ballard, Bellevue, Loyal Heights, and Northgate (Strategy S-2). The improved bus frequencies are helping to make the nearby Northgate Transit Center a major transfer station. Light rail, combined with planned improvements to bus transfers areas along 15th Avenue NE will continue to build on the University District's role as a transit hub.

PEDESTRIAN AND BICYCLE NETWORK

Pedestrian access to the station location and within the station area is excellent. Buildings in the station area are strongly oriented to pedestrian access. Proximity to the Burke-Gilman Trail and Portage Bay encourages recreational walking and biking.

- *University Buildings.* The Pacific Street station area includes a number of University-owned buildings. It is immediately southwest of high-density campus housing, including several high-rise dormitories, and is within walking distance of several University buildings, medical buildings, and Husky Stadium.
- *Burke-Gilman Trail.* The Pacific Street station would be across the street from the Burke-Gilman Trail, a major pedestrian/bicycle path in the greater Seattle area.
- *Portage Bay.* The gentle downward slope from Campus Parkway to Portage Bay does not seem to curtail pedestrian/bicycle activity. South of NE Pacific Street, north/south streets dead-end into NE Boat Street. Consequently, these streets are quiet, making for a pleasant pedestrian and cycling environment. NE Boat Street has a designated bicycle lane along a portion of its eastbound lane.
- *New Pedestrian Facilities.* New development in the Pacific Street station area has provided wide sidewalks in generously-landscaped rights-of-way.

URBAN DESIGN FEATURES

The station area is dominated by the University of Washington campus and associated campus buildings, student housing, and water-oriented uses along Portage Bay.

- *University Buildings.* The University's medical complex is located just east of the station area, and the recently-constructed physics building is at the northeast corner of the intersection where the station will be located.
- *High-density Campus Housing.* University dorms and housing are located northwest of the Pacific Street station area. There are also some older apartment buildings along 15th Ave NE.

- *Marine Uses.* The Pacific Street station area is located at the foot of 15th Avenue NE, where the University District slopes down to Portage Bay. Marine uses are located within the station area.

Visual Landmarks

The primary visual landmark of the station area is the University of Washington Campus. With its park-like grounds, beautiful architecture, and relaxed campus feel, the University exerts a strong and pleasant influence on the station area. Portage Bay, with its associated marine uses, is also a strong visual landmark.

Views

Views from the station area are dramatic. The development south of NE Pacific Street is low-scale and provides views of Portage Bay, its ship traffic, several bridges spanning the water, and a heavily-wooded hillside beyond.

RECENT MARKET TRENDS AND DEVELOPMENT ACTIVITY

MARKET CONDITIONS

The Pacific Street station area is located in the University District neighborhood, which has a strong real estate market overall for housing, office, and retail. This trend reflects the institutional uses that dominate the station area. Residential uses, in comparison, have not demonstrated strong markets trends in recent years.

| Pacific Street Station Area – Market Conditions¹ | |
|---|----------|
| Rents and Vacancy Rates | |
| Apartment Rents (sq. ft.) | \$ 0.96 |
| Apartment Vacancy Rate | 1.8% |
| Office Rents (sq. ft.) | \$ 18.53 |
| Office Vacancy Rate | 7.0% |
| Trends in Land Prices² | |
| Commercial Lots | 7.2% |
| Single Family Lots | 7.8% |
| Multi-family Lots | 7.2% |
| Active Permit Applications | |
| Housing Units | 0 |
| Commercial Space (sq. ft) | 0 |
| ¹ Within a ¼-mile radius of station location. | |
| ² 1985-95 average annual increase, based on sales prices recorded by King County Assessor and reported by zone category. | |

RECENT DEVELOPMENT PROJECTS

Areas within the Pacific Street Station area are in the process of being redeveloped by the University. New buildings include the West Campus Garage and several marine research buildings.

The University of Washington is the primary landowner in the Pacific Street station area, particularly in the area immediately proximate to the station site. It is expected that development will proceed if it serves the University and its population. The University is developing Life Sciences Buildings 1,2 and 3 and has a long-range plan for a “gateway” multi-disciplinary science building. None of the privately-owned land in the station area has been identified as having significant redevelopment potential.

| Pacific Street Station Area – Relative Market Strength¹ | |
|---|---|
| Ranking (5 high, 1 low) | |
| Housing | 3 |
| Retail | 2 |
| Office | 3 |
| ¹ Indicates relative strength of market type of station area, compared to other potential station areas. Ranking is based on rents, employment levels, vacancy rates, land values, recent development activity, stakeholder interviews, field observations, and other information. | |

RELATIVE STRENGTH OF DEVELOPMENT MARKETS IN THE PACIFIC STREET STATION AREA

Office and residential uses have the strongest market potential in the Pacific Street station area. Office uses would be consistent with existing institutional uses. The area currently has few residential uses, although areas immediately west of the station area have high-density residential development for students, and therefore, such housing uses may expand into the Pacific Street station area.

EXISTING PLANS AND ZONING

PLANNING CONTEXT

The Pacific Street station area is located within the University Community Urban Center. The dominant feature of the neighborhood (and comprising nearly the entire station area) is the University of Washington campus. This station area also includes water-oriented uses on

Portage Bay and a segment of the popular Burke-Gilman pedestrian/bicycle trail.

ZONING

Major Institutional Overlay (MIO) provisions apply to all properties in the Pacific Street station area. Base zones are primarily multi-family (mid- or low-rise), but also include neighborhood-commercial (NC3) and commercial (C).

| Pacific Street Station Area -- Potential Development Under Current Zoning Regulations¹ | | |
|---|----------------------------|----------------------------|
| | <i>Commercial (sq. ft)</i> | <i>Residential (units)</i> |
| Existing Development | 1,036,561 | 20 |
| Additional Potential Development under Current Zoning Regulations ² | 0 | 0 |
| TOTAL | 1,036,561 | 20 |
| ¹ Within a ¼-mile radius of station location. | | |
| ² Potential development capacity is based on City of Seattle GIS database and Scenario 2 in the “Zoned Development Capacity” background paper. | | |

NEIGHBORHOOD PLAN ISSUES

The *University Community Urban Center Draft Plan* primarily addresses residential and neighborhood commercial areas north of Campus Parkway, well beyond the Pacific Street station area. Dominated by university institutional uses, the station area's key issues are linkages, rather than infill development. In particular, connections across 15th Avenue NE and NE Pacific Street, between the UW campus and the station, is a key concern. Linkages between the Burke-Gilman Trail and the station is also a concern.

STAKEHOLDER PERSPECTIVES

The community and the University of Washington want to see a revitalized University Avenue (“The Ave”), more housing diversity and affordability, and increased transit service as travel demands continue to increase. Stakeholders envision a more compact urban center, reliance on the transit system, and housing and services oriented to the growing University population. Specific comments include:

- *Increased Density.* “We favor density here; it is a logical area for more dense development.” “The University’s forecast is for an additional 8,000 students in the next ten to fifteen years. We need to accommodate them.”

- *Mixed Use.* “We have the capacity in our zoning for housing above retail. Housing and office development should come first. New retail will follow.”
- *Pedestrian Network.* “We need more coordinated planning for street and sidewalk improvements.” “We need clear routes from the station to the campus and from the “Ave” to the station.” “Pedestrian routes should be made convenient and pleasant.”
- *Enhanced Commercial Node.* “The Ave needs an infusion of high-quality development. The station should be like the Downtown station at Nordstrom and the Bon.” “We want commercial activity that the University population can walk to. We want the University’s front yard (The Ave) to be a desirable place to visit.”
- *Enhanced Urban Design.* “We want a better transition from the campus to the community. Now there is a long concrete wall along 15th Avenue NE. We want better integrated edges.”

STATION AREA DEVELOPMENT OPPORTUNITIES

The Pacific Street station area has only one parcel (of less than a half-acre) that is characterized as an opportunity site, representing a major constraint to station area development. Most land in the station area is occupied by University uses, which tend to be enduring over time. Moreover, given the size of the campus and of the University’s real estate holdings, it is likely that new University development would occur on University property that is not included in the Pacific Street station area.

STATION AREA FORECASTS

Three different forecasts were developed for the new population, employment, dwelling units, and commercial floor area that will be added to the station area by 2020:

1. “Without light rail transit;”
2. “With light rail transit, but without supportive land use policies;” and
3. “With both light rail transit and supportive land use policies.”

POPULATION AND HOUSING

This station area essentially has no residential uses (only .22 acres in multi-family use), and none are planned at this time.

EMPLOYMENT AND COMMERCIAL FLOOR AREA

Because the University of Washington owns most of the land in this station area, it is shown as having no capacity for new development and, therefore, no new employment. In fact, the University is currently constructing two buildings in the station area: the Oceanography Building with 106,000 square feet and the Fisheries Building with 115,000 square feet. Two

more life sciences buildings are being planned that are in the University’s capital request for the next six years, which could add an additional 336,000 square feet.¹ These buildings total approximately 550,000 square feet and represent the forecast for future development.

The station area has excellent pedestrian links, but lacks a mix of retail, office, and housing that characterizes transit-oriented development. Since the University controls a majority of the land, locating a light rail station here would not, by itself, make a difference in station area development. Positive steps by the University would be required.

LAND USE IMPACTS OF LIGHT RAIL

The land use impacts of “rail without supportive policies” would be minimal. The increase in transit flow would create opportunities for some retail and service businesses oriented to transit users, but that would likely require actions by the University.

LAND USE IMPACTS OF LIGHT RAIL WITH SUPPORTIVE POLICIES

The potential development strategies for this station area focus on providing incentives in the zoning code for mixed use, transit-oriented development and developing a parking management plan. Since the station area land is predominantly owned by the University, there may be opportunities for joint development, but such efforts are not currently reflected in the University’s plans. One site immediately adjacent to the station location is identified as an opportunity site and could accommodate at least another 50,000 square feet of floor area with transit-supportive policies.

| Pacific Street -- Market Forecasts, 1997-2020¹ | | | | |
|--|-------------|-------------------------|----------------------|------------------------------------|
| | <u>1997</u> | <u>1997-2020 Growth</u> | | |
| | | <i>Without LRT</i> | <i>With LRT Only</i> | <i>LRT and Supportive Policies</i> |
| Population | 35 | -- | -- | -- |
| Dwelling Units | 20 | -- | -- | -- |
| Employment | 23,101 | 1,830 | 1,830 | 2000 |
| Commercial Floor Area ² | 1,037 | 550 | 550 | 600 |

¹ Within a ¼-mile radius of the station location.

² Square footage (in thousands); includes commercial, industrial and institutional space, but excludes Sound Transit facilities and public facilities.

¹ Conversation with Colleen Pike, University of Washington Capital Planning.

POTENTIAL DEVELOPMENT STRATEGIES

Potential development strategies for the Pacific Street station area are intended to maintain and enhance the surrounding institutional uses associated with the University. This approach would essentially build on the existing character and function of the area as a node of campus-related activity. Strategies to favor pedestrian circulation and limit use of the automobile are also intended to encourage use of the transit station. The overall approach for development strategies can be summarized as follows:

- *Coordinate Transit and Institutional Uses.* The University's institutional uses are subject to Major Institution Overlay (MIO) provisions, which can be better integrated with provisions for transit-oriented development and light rail station area planning.
- *Limitations on Auto-Oriented Uses.* NC zones allow auto-oriented uses, including automotive retail sales and services and drive-in services. Restricting these uses would benefit the pedestrian environment. A POZ can be used to limit such uses, however, it would include limitations on personal and household retail sales, including convenience stores and specialty food stores that would serve transit users. Allowing these uses within a station area could be a potential incentive for development.
- *Improved Pedestrian Connections.* A POZ could provide better links between the station, the University campus, the Burke-Gilman Trail, and Portage Bay. Limitations on auto-oriented uses can encourage pedestrian-supportive uses and development in the station area. Wider sidewalks and pedestrian lighting are also recommended for improving pedestrian comfort and safety.
- *Limitations on Parking.* Parking management strategies, such as parking lot pricing, can further encourage transit use.

The table of potential development strategies on the next page summarizes high-priority and recommended actions. Key strategies include land use tools, measures for pedestrian facilities, and parking management. It is uncertain whether development partnerships, pilot projects, or economic assistance will be necessary or desirable in the Pacific Street station area. The local real estate market is strong enough to generate abundant development activity without such measures, but such strategies may be useful in coordinating the development efforts of the University and the neighborhood.

Potential Development Strategies: Pacific Street (7)

| Strategy | Potential Action | Comments |
|--------------------------------|------------------|---|
| Land Use Tools | ● | Establish TOD provisions as a planning guide in MIO zoning. |
| Pedestrian Network | ● | Establish limitations on auto-oriented uses adjacent to station entries and provide linkages with the University and adjacent uses. Improve/configure Burke-Gilman Trail interface; bike access to station and “bike station.” Provide wider sidewalks and lighting on the “Ave.” |
| Parking Management | ● | Comprehensive program should provide for University’s needs, updated to reflect LRT access, and possibly include parking lot pricing at University lots to encourage transit use. |
| Economics/Financial Assistance | ? | Explore need and requirements for a new community-based development corporation. |
| Regulatory Process | ? | Provide expedited review/SEPA clearance for TOD projects. |
| Local Transit Service | ● | Needs to be coordinated to avoid impacts on neighborhood circulation and pedestrian streets, especially stadium linkage and Montlake Flyer/SR-520 bus stop connection. |
| Development Partnerships | ? | Potential opportunity depending on University’s needs; further planning needed. |
| Pilot Projects | ? | Further planning needed. |

- ✓ = Supportive Policy/Program in Place TOD = Transit-Oriented Development
- = High Priority Action POZ = Pedestrian Overlay Zone
- = Recommended Action RPZ = Residential Parking Zone
- ? = Further Study Required MIO = Major Institutional Overlay

Broadway at Roy

The Broadway at Roy station area is located at the northern end of the Broadway commercial district in Capitol Hill. This station area is characterized by dynamic pedestrian-oriented streetscapes, shops, cafes, and restaurants. This area of Capitol Hill is considered one of the more attractive high-density neighborhoods in the city.

Light rail would complement the existing pedestrian activity, mixed use structures, and compact residential development in the station area. Capitol Hill has the highest residential density in Seattle. The City can take steps to ensure the maintenance of the existing environment by requiring new development to replicate this mix of uses and densities. Some adjustments in local zoning may be desired.

SOUND TRANSIT ALIGNMENT AND STATION OPTIONS

The preferred alignment runs through Capitol Hill in a tunnel underneath Broadway, running from the Pacific Street station north of Portage Bay to the Convention Center Station in downtown. The potential Broadway at Roy station is located on Broadway between Roy and Aloha Streets, at the northern end of the Capitol Hill commercial district.

EXISTING STATION AREA CONDITIONS

LAND USE AND HOUSING

Relatively few acres of the Broadway commercial district fall into the retail/service category, indicating that retail uses are compact. The predominant land use in the station area is residential housing, ranging from single-family homes to townhouses and apartment buildings.



View of potential station site from 10th Avenue East and Roy Street, looking southwest at north end of Broadway commercial district.

The average net residential density for the station area is nearly 25 units per acre, although there is a wide range of individual project densities. In single-family areas, densities can be found below 2.5 units per acre, while multi-family dwellings can reach as high as 50 units per acre.

Since the southwestern corner of Volunteer Park falls within the station area, GIS calculations include the entire park in the land use acreage estimates. This accounts for the more than 50 acres of open space shown to be included in the Broadway at Roy station area.

TRANSPORTATION

The Broadway at Roy station area is strongly-oriented to pedestrians and transit, although Broadway and 10th Avenue serve as major automobile routes. Broadway serves as a direct link between residential neighborhoods northeast of Capitol Hill and Downtown Seattle.

- *Pedestrian Corridors.* Major pedestrian routes are found throughout the pedestrian-oriented Broadway commercial district, including Broadway, Mercer Street, and East Republican Street.

| Broadway at Roy Station Area – Existing Conditions, 1997¹ | |
|---|-----------|
| Population | 4,638 |
| Employment | 1,576 |
| Median Household Income (1996) | \$ 42,683 |
| <i>Residential Land Use</i> | |
| Total Dwelling Units | 3,476 |
| Density ² | |
| Single-family Zones | 2.2 |
| Multi-family Zones | 52.5 |
| <i>Commercial Land Use</i> | |
| Total Floor Area (sq. ft.) | 2,435,773 |
| Retail/Service | 161,498 |
| Office | 22,834 |
| Floor Area Ratio (FAR) ³ | 0.40 |
| ¹ Within a ¼-mile radius of station location. | |
| ² Dwelling units per net residential acre in specified residential zones. Residential units in non-residential zones are excluded. | |
| ³ Ratio of non-residential space per net acre of commercial and industrial land use. | |

- *Auto Routes.* Through traffic is primarily channeled onto 10th Avenue/Broadway, and local traffic streets include East Roy Street, Belmont Avenue E., East Aloha Street, and 12th Avenue E. Pedestrian and auto conflicts occur along Broadway, where heavy pedestrian and heavy auto traffic are concentrated.

Community Issues

The *Capitol Hill Urban Center Village Draft Plan* identifies several key transportation issues of concern to the community. Issues focus on ways to encourage alternative modes of travel and to discourage auto use and parking in the neighborhood:

- *Number of Light Rail Stations.* How to select the number of light rail stations that should serve the community. Community members have debated about whether to build both the Broadway at Roy and Capitol Hill stations.
- *Transit Connections.* How to improve bus circulation and bicycle routes; and
- *Parking Supply and Management.* How to manage parking to provide better access for shoppers, students, workers, and residents, including underground parking as part of the development of the Keystone site.

1995 Metro Six-Year Plan

Broadway is already an important transit corridor, with King County's *1995 Six-Year Transit Development Plan* targeting Capitol Hill for improvements in transit services and facilities over the next several years. Capitol Hill is designated as both a transit hub and an employment target area. Several policies focus additional and improved bus service to the Capitol Hill area:

- *Designated Transit Hub.* The *Development Plan* establishes 44 transit hubs throughout the Seattle region, of which Capitol Hill is one. These transit hubs are targeted for service and facility improvements, depending upon service routes and transit frequencies (Strategy C-1.)
- *Improved Commuter Access for Employment Centers.* Thirty-four (34) employment target areas throughout the Seattle region are identified and slated for improved peak-hour service, both for fixed routes and flexible routes. Broadway in the Capitol Hill area is identified as one of these employment centers (Strategy S-4).
- *Improved Bus Frequencies.* The frequency of buses will be increased along core routes. These include routes from Capitol Hill to Seattle Center and Downtown (Strategy S-2). Improved bus frequencies are helping to maintain Capitol Hill's connection to the Downtown area.

PEDESTRIAN AND BICYCLE NETWORK

Pedestrian activity in the Broadway at Roy station area is very high. Throughout the station area, streets are narrow, and vehicular traffic tends to be quite slow. The streets in the residential areas are landscaped and lined with beautiful historic homes, creating a pleasant park-like walking environment. Broadway, with its colorful storefronts and street life, is thronged with pedestrians. The draft *Capitol Hill Neighborhood Plan* notes that streetscape improvements will enhance the pedestrian environment.

INFRASTRUCTURE AND COMMUNITY FACILITIES

The *Capitol Hill Urban Center Village Draft Plan* calls for specific infrastructure improvements that respond to community needs. In particular, improvements to sidewalks, pedestrian facilities, and open space along Broadway are necessary to keep up with the increasing pedestrian activity in the neighborhood. Specific recommended improvements include: wider sidewalks, streetscape improvements to celebrate Broadway's social scene (e.g., lighting, street trees, banners), open space adjoining Broadway (particularly lidding of the Lincoln reservoir to create additional park land), and open space at the light rail station site.

URBAN DESIGN FEATURES

The Broadway at Roy station area includes the northern tip of the Capitol Hill commercial district, residential areas to the north, east, and west, and the *Harvard/Belmont Landmark District*.

- *Broadway Commercial District*. The Broadway commercial district is the focal point of the Capitol Hill neighborhood, with cafes, bars, and small stores that cater to a varied clientele. These commercial buildings tend to be 1 to 2 stories in height. The sidewalks are typically busy with window shoppers, residents, and visitors to the area, making Broadway one of Seattle's most vibrant shopping streets.
- *Capitol Hill Residential Neighborhood*. The residential areas on either side of Broadway vary in their density and character. To the northwest of the station site lies what could be described as Seattle's mansion district and the Harvard/Belmont Landmark District. To the east, the housing is typically single-family residential, duplexes, and a few apartment buildings. In the west portion of the station site is a high concentration of apartments, including both low-rise historic brick buildings built around the middle of the century and high-rise concrete buildings built more recently.

Visual Landmarks

Visual landmarks include Volunteer Park, St. Marks Cathedral, the Loveless Building, Anhalt buildings, the Harvard-Belmont Landmark District and its impressive homes, and the vibrancy of the Broadway commercial district.



Older housing on 10th Avenue East.

Views

Generally, views in the station area tend to be in the foreground, including beautiful architecture, leafy streetscapes, and interesting storefronts.

RECENT MARKET TRENDS AND DEVELOPMENT ACTIVITY

MARKET CONDITIONS

The strongest market in the Broadway at Roy station area is for residential uses. This is demonstrated by low vacancy rates and rapidly increasing residential land prices. Commercial land prices are increasing more slowly, although permit applications suggest that commercial activity is still going on. This trend is consistent with other nearby station areas, including Capitol Hill and First Hill.

The current land use mix in the immediate station area partly explains the strength of the residential real estate market, compared to the commercial market. The area is located at the northern tip of the Broadway commercial district, and nearly 70 acres of the station area are dedicated to single- and multi-family residential uses.

RELATIVE STRENGTH OF DEVELOPMENT MARKETS IN THE BROADWAY AT ROY STATION AREA

Housing has the greatest market potential in the immediate station area, based on existing land uses and market trends. Neighborhood retail also has the potential to attract new investment. Office development is seen as having less potential in this particular part of Capitol Hill.

| Broadway at Roy Station Area – Market Conditions¹ | |
|---|---------|
| Rents and Vacancy Rates | |
| Apartment Rents (sq. ft.) | \$ 1.03 |
| Apartment Vacancy Rate | 1.3% |
| Office Rents (sq. ft.) | N/A |
| Office Vacancy Rate | N/A |
| Trends in Land Prices ² | |
| Commercial Lots | 2.6% |
| Single Family Lots | 8.1% |
| Multi-family Lots | 5.0% |
| Active Permit Applications | |
| Housing Units | 44 |
| Commercial Space (sq. ft) | 61,000 |
| ¹ Within a ¼-mile radius of station location. | |
| ² 1985-95 average annual increase, based on sales prices recorded by King County Assessor and reported by zone category. | |

Redevelopment potential includes isolated opportunity sites on Broadway and in the residential areas, including some lots with single-family houses located in areas zoned for multi-family development. The draft Neighborhood Plan has proposed rezoning that would reduce residential densities and conserve some of this housing.

Most of the commercial opportunity sites are very close to the station location, providing opportunities for transit-oriented development. The vacant Keystone property at Broadway and Roy Street is being considered for mixed use development, with the potential for including a civic plaza, public meeting space, a relocated branch library, and a light rail station.

| Broadway at Roy Station Area – Relative Market Strength¹ | |
|---|-------------------------|
| | Ranking (5 high, 1 low) |
| Housing | 4 |
| Retail | 3 |
| Office | 2 |
| ¹ Indicates relative strength of market type of station area, compared to other potential station areas. Ranking is based on rents, employment levels, vacancy rates, land values, recent development activity, stakeholder interviews, field observations, and other information. | |

EXISTING PLANS AND ZONING

PLANNING CONTEXT

The potential Broadway at Roy station area is located at the northern end of the Capitol Hill Urban Center Village. Capitol Hill is a dynamic, urban neighborhood with thriving commercial districts and the highest-density residential areas in Washington State. The station area includes the northern end of the Broadway commercial district, high-density multi-family housing, and single-family homes. The northwest corner of the station area includes a portion of the Harvard-Belmont Landmark District.

ZONING

Zoning in the Broadway at Roy station area allows for multi-family, neighborhood-serving retail, and mixed use residential uses. The Broadway commercial area is zoned NC3, which allows a wide variety of general commercial uses, including auto-oriented sales and services.

| Broadway at Roy Station Area – Potential Development Under Current Zoning Regulations¹ | | |
|---|----------------------------|----------------------------|
| | <i>Commercial (sq. ft)</i> | <i>Residential (units)</i> |
| Existing Development | 2,435,773 | 3,476 |
| Additional Potential Development under Current Zoning Regulations ² | 267,542 | 986 |
| TOTAL | 2,703,315 | 4,461 |
| ¹ Within a ¼-mile radius of station location. | | |
| ² Potential development capacity is based on City of Seattle GIS database and Scenario 2 in the “Zoned Development Capacity” background paper. | | |

Away from the Broadway commercial core, most areas are zoned for multi-family residential uses. Most common is the multi-family L3 zone, a low-rise zone that allows little in the way of mixed use. Mid-rise multi-family development is also allowed in multi-family MR zones in areas immediately west of the Broadway commercial strip. Single-family uses are allowed in the SF-5000 zone found at the outer edges of the station area.

NEIGHBORHOOD PLAN ISSUES

The *Capitol Hill Urban Center Village Draft Plan* proposes a zoning change (L3 and L3/RC to NC3/40 and NC /R40) for the back sides of the blocks facing Broadway on the east. The plan also states that neighborhood-specific design guidelines are to be developed to help Broadway commercial uses relate better to residential streets.

STAKEHOLDER PERSPECTIVES

The community wants to maintain the neighborhood's existing character as a dense, thriving, diverse urban center with a mix of uses and lively street activity. Stakeholders generally support increases in density, mixed use development, and pedestrian facilities as ways to preserve and enhance the neighborhood character.

Nevertheless, stakeholders have a variety of opinions about the specific location and character of new development. For example, some community members would prefer to focus development at the Broadway at Roy station; others would prefer to see development at the Capitol Hill station. There is currently a proposal to downzone the residential area east of Broadway. Specific comments from Capitol Hill stakeholders include:

- *Increased Residential Density.* “We need high density residential at the stations.” “Housing is needed within the station area walking shed. Multifamily zoning is important.”
- *Mixed Use.* “Rail should be used to attract conveniences to support the residential community near the station. Make services convenient to support the pedestrian (car-less) lifestyle.” “We want to emphasize retail along Broadway to support the pedestrian character. The upper levels are natural for housing.”
- *Pedestrian Network.* “If we are increasing the number of people in the area, the public amenities should come with it: pedestrian amenities like sidewalk repair; transit connections; safety and lighting; and completion of improvements to Bobby Morris Park and the reservoir lid.”

STATION AREA DEVELOPMENT OPPORTUNITIES

AVAILABLE OPPORTUNITY SITES

The Broadway at Roy station area has 56 parcels comprising more than 8 acres of land available for redevelopment. These represent vacant and underutilized parcels.

Zoning for Opportunity Sites

Most opportunity sites are found in L3 and NC3 zones located adjacent to the Broadway commercial district. These zones would allow great potential for multi-family development, particularly low-rise, in the areas west of the commercial node. Mixed use development would be possible in any NC3 zone, which represents approximately 2.4 acres of the total opportunity sites. Single-family residential development can be accommodated on the 2.4 acres of opportunity sites in the SF-5000 zone.

| Broadway at Roy Station Area – Opportunity Sites by Zoning Designation¹ | | |
|---|----------------|----------------------------|
| | <i>Parcels</i> | <i>Acreage²</i> |
| L-3 | 98 | 9.46 |
| SF 5000 | 9 | 2.42 |
| NC1-40 | 1 | 0.17 |
| NC3-40 | 8 | 2.38 |
| MR-RC | 1 | 0.13 |
| MR | 14 | 1.13 |
| TOTAL | 131 | 15.69 |
| ¹ Within a ¼-mile radius of the station location. | | |
| ² Based on City of Seattle GIS database. | | |

DEVELOPMENT CONSTRAINTS

Opportunity sites are typically small in size, averaging 0.10 acres in the L3 zone and 0.08 acres in the MR zone. Ideally, residential development would fill in these small parcels and create a compact pattern of urban development. However, it is uncertain whether the local real estate market can support development on such small parcels.

Pedestrian-oriented development and mixed use may be supported in the local residential market. The existing urban form and land use patterns already allow for walking throughout the neighborhood, and commercial uses and residential uses are located within walking distance. New housing over ground-floor commercial uses would be compatible with the existing neighborhood. The main barriers to pedestrian supportive development are aspects of the zoning regulations.

NC3 zones allow incentives for mixed use, but because these provisions are applicable throughout the zone, they do not focus incentives to sites with better transportation access. Since incentives are not focused, developers have no incentive reason to build closer to a transit station. In addition, because NC3 zones offer flexibility in the types of commercial uses allowed, transit-oriented development may require additional restrictions on auto-oriented uses.

STATION AREA FORECASTS

Three different forecasts were developed for the new population, employment, dwelling units, and commercial floor area that will be added to the station area by 2020:

1. “Without light rail transit;”
2. “With light rail transit, but without supportive land use policies;” and
3. “With both light rail transit and supportive land use policies.”

POPULATION AND HOUSING

The Broadway at Roy station area already exhibits many features of a transit-oriented area, including a mix of retail uses and housing densities of over 24 units per acre. The PSRC forecast projects an additional 74 dwelling units in this station area, while the Comprehensive Plan Extrapolation forecasts more than 630 - almost a tenfold difference. There are existing permit applications to build 44 units of multi-family housing. Given the demand for housing in this area and the availability of opportunity sites, baseline demand is for additional 200 units housing 300 people, which is about one third of the Comprehensive Plan Extrapolation. While demand is strong in this area, the sites currently available for the redevelopment are limited. Over the long term, as parcels turn over, demand will likely result in redevelopment. With the introduction of rail, development would tend to increase by approximately 5%.

EMPLOYMENT AND COMMERCIAL FLOOR AREA

The City and PSRC forecasts are very close regarding new commercial floor area in this station area over the next 20 years, averaging an additional 220,000 square feet of commercial space. By improving transit access with a light rail station, a total of 231,000 square feet of new office/retail space and 770 new employees would be added to the station area by 2020.

LAND USE IMPACTS OF LIGHT RAIL

The land use impacts of “rail without supportive policies” will likely be an increase in multi-family housing and office uses in the station area on the order of 5%. Given the existing transit-orientation of the area and good pedestrian links, rail by itself would tend to create more of the same with a greater concentration in the immediate vicinity of the station. Demand for housing in this neighborhood is strong because of its proximity to Downtown and urban amenities. Given the constraints on available sites for development in the station area, however, the effect of light rail without supportive policies would likely be minimal.

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LAND USE IMPACTS OF LIGHT RAIL WITH SUPPORTIVE POLICIES

The potential development strategies for this station area focus on providing incentives in the zoning code for mixed use transit-oriented development and developing a parking management plan. Since the station is in a strong mixed use environment that has many characteristics of transit-oriented development, any economic and financial assistance should be limited to providing affordable housing. These strategies, combined with expedited permitting and SEPA clearance for transit-oriented development projects, could boost the development of opportunity sites to approximately one-half of their zoned capacity. This level of development would result in 200 additional dwelling units in the station area. Given the constraints on capacity and the strong retail presence that already exists in the area, supportive policies would not have a strong impact on non-residential floor area beyond what is in the “rail only” forecast.

POTENTIAL DEVELOPMENT STRATEGIES

Potential development strategies focus on reinforcing the residential and mixed-commercial uses at this northern edge of the Broadway commercial district. Although the local real estate market can support more intensive development, these strategies focus less on intensive development than on other transit-supportive measures. Higher density development is not strongly supported in the community; residential areas east of Broadway, for example, have

| Broadway at Roy – Market Forecasts, 1997-2020¹ | | | | |
|--|-------------|-------------------------|---------------|-----------------------------|
| | <u>1997</u> | <u>1997-2020 Growth</u> | | |
| | | Without LRT | With LRT Only | LRT and Supportive Policies |
| Population | 4,638 | 300 | 315 | 600 |
| Dwelling Units | 3,476 | 200 | 210 | 400 |
| Employment | 1,576 | 730 | 770 | 770 |
| Commercial Floor Area ² | 2,436 | 220 | 231 | 231 |

¹ Within a ¼-mile radius of the station location.
² Square footage (in thousands); includes commercial, industrial and institutional space, but excludes Sound Transit facilities and public facilities.

been considered for downzoning. The overall approach for development strategies can be summarized as follows:

- *Transit-Oriented Development.* Development in the vicinity of the station can be subject to standards and regulations that will ensure that site design supports transit use. Higher density development is not specifically recommended, due to community concerns about associated impacts.
- *Pedestrian Connections.* The existing POZ on Broadway can be expanded to improve connections between the station and commercial district to the Lowell School. Pedestrian facilities and lighting can be provided where they are lacking.
- *Parking Management.* The RPZ located in the station area can potentially be expanded. Parking maximums and reduced parking standards near the transit station can help control the availability of parking and, therefore, encourage non-automobile modes of travel. At the same time, increased parking capacity, as in an underground neighborhood parking structure, could help accommodate the increasing parking demands.
- *Rezoning.* A contract rezone is proposed in this station area. However, rezones to allow higher density around this area seem in conflict with neighborhood plan objectives. This station area includes the Harvard/Belmont Landmark District, and the emphasis appears to be on maintaining compatibility with existing conditions. While contract zoning may not work, there could be other options. A strategy to balance the neighborhood’s desire to maintain the existing development character of the L3 area east of Broadway with objectives for higher density development in areas close to the station could be achieved through adequate zoning.

The table of potential development strategies on the next page shows high-priority and recommended actions for the Broadway at Roy station area. Because the local real estate market is strong, it may not be necessary to use economic assistance, development partnerships, or pilot projects. Although development will happen independent of public action, policies are necessary mainly to ensure that the development that does occur responds effectively to the needs of pedestrians and transit users.

Potential Development Strategies: Broadway at Roy (8)

| Strategy | Potential Action | Comments |
|--------------------------------|------------------|--|
| Land Use Tools | ● | Consider re-zoning to accommodate Neighborhood Plan's concerns about density with possible TOD incentives for opportunity sites directly adjacent to the station and closer to Broadway. |
| Pedestrian Network | ○ | Existing POZ on Broadway. Improve connections and provide streetscape amenities and lighting where lacking, especially near Lowell School and along Roy Street walkway between Federal and 11 th . |
| Parking Management | ● | Existing RPZ east and west of station; potential for expansion. Evaluate potential for underground short-term parking for neighborhood uses. Also, explore parking maximums, as well as reduced standards and off-site parking provisions. |
| Economics/Financial Assistance | ? | Provide for affordable housing proposed in mixed-use TOD and L-3 zones. |
| Regulatory Process | ? | Provide expedited review/SEPA clearance for TOD projects. |
| Local Transit Service | ● | Bus stops/transfer opportunities need to avoid impacts on pedestrian streets and improve east/west service between station and neighborhood destinations. |
| Development Partnerships | ? | Potential mixed use library at station site. |
| Pilot Projects | ? | Further work needed. |

- ✓ = Supportive Policy/Program in Place
- = High Priority Action
- = Recommended Action
- ? = Further Study Required
- TOD = Transit-Oriented Development
- POZ = Pedestrian Overlay Zone
- RPZ = Residential Parking Zone

