

ULI Technical Assistance Panel Recommendations

City of SeaTac - Angle Lake Station Area Redevelopment



SeaTac, Washington



ULI Northwest

The Urban Land Institute provides leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI Northwest, a district council of the Urban Land Institute, carries forth that mission as the preeminent real estate forum in the Pacific Northwest, facilitating the open exchange of ideas, information and experiences among local, national and international industry leaders and policy makers.

Our mission is to:

- Build a regional vision of the Pacific Northwest that embraces and acts upon quality growth principles.
- Encourage the collaboration among all domains – public and private – of the real estate industry.
- Build consensus among industry and public leaders who influence land use, transportation, environmental, and economic development policies.

Contact us:

ULI Northwest
1800 Ninth Avenue, Suite 1515
Seattle, WA 98101

tel: 206.224.4500
fax: 206.224.4501
email: northwest@uli.org
northwest.uli.org

© 2013 ULI Northwest

Angle Lake Station Area

City of SeaTac staff is working with Sound Transit to coordinate the design and construction of the South Link light rail extension, which will extend light rail from the current light rail station at Sea-Tac Airport to the future Angle Lake Station, located at South 200th Street and 28th Avenue South in the City of SeaTac. The 1.6-mile elevated guideway and station will open in late 2016, at the same time as University Link and four years earlier than envisioned in the voter-approved Sound Transit 2 plan.

The City of SeaTac wishes to encourage transit-oriented development in the Angle Lake Station area. This Urban Land Institute (ULI) Technical Assistance Panel report provides unbiased, pragmatic advice to advise the City regarding what form TOD can take in SeaTac, and how best to support the desired community and economic development in this area of the City.

City of SeaTac

Incorporated in February 1990, the City of SeaTac is located in the Pacific Northwest, approximately midway between the cities of Seattle and Tacoma in the State of Washington. The City has a population of 27,110. SeaTac is a vibrant community, economically strong, environmentally sensitive, and people-oriented. The City boundaries surround the Seattle-Tacoma International Airport (approximately 3 square miles in area), which is owned and operated by the Port of Seattle.

Table of Contents

Executive Summary	4
Background	7
Land Use	8
Design Framework	9
Development Partnerships and Incentives	11
Off-Site Improvements	13
Other Development Considerations	14
Overall Values and Conclusion	15
Panelist Biographies	16

ULI Technical Assistance Panel Recommendations

Angle Lake Station Area Redevelopment

EXECUTIVE SUMMARY

Along with the arrival of the newest Sound Transit Link Light Rail station in SeaTac in 2016, the planning of SeaTac's Angle Lake Station Area represents a historic opportunity for the City of SeaTac to create a new identity, along with a strong pedestrian core and network.

Efforts to urbanize the form of SeaTac have been overshadowed by nearby airport development and related, auto-oriented uses, especially parking. As Sound Transit continues to develop policies for transit-oriented development (TOD) around stations, the future of SeaTac is at a crossroads. Planning around the Angle Lake Station Area has the potential to create a thriving and sustainable urban center over the long term.

Station area planning must be clearly focused on non-auto-oriented uses. It should emphasize smart development opportunities, good pedestrian experiences within the station area, and pedestrian connections with amenities and businesses nearby.



“Let the lake drive identity.”

The overall recommendations of the ULI Northwest Technical Assistance Panel fall into six general categories:

Identity. As a significant natural feature, Angle Lake lends its name and identity to the station area. Incremental interventions in the fabric of the city can reinforce that identity, and also make the important open space amenity of Angle Lake Park more accessible.

Process. The City of SeaTac is in a great position to identify and define a preferred process for master planned development that leverages owner and developer partnership to achieve long-range public goals. The most immediate opportunity for this kind of process is the parcel known as the Sound Transit Triangle, adjacent to the future station.

Sound Transit Triangle. Positioning of parking and other features on the triangle will set the course of development in the station area and beyond. Sound Transit's evolving transit-oriented development policies and practices should drive plans for redevelopment of this land, and triangle redevelopment will support high quality

pedestrian infrastructure, changing land use and the value of the built environment in SeaTac. The placement of structured parking is a key issue that could be resolved through a collaborative master planning process, and it is the panel's conviction that there are significant advantages in placing this structure at the southwest corner of the Sound Transit Triangle.

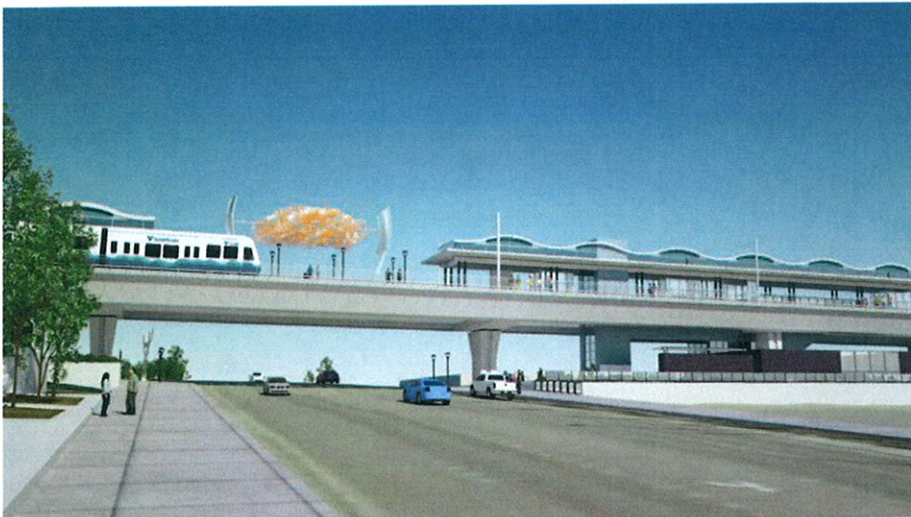
This yields access along 26th Avenue South. This location will provide a much better connection with Port of Seattle future development. It will also allow for planning pads that would not be divided by the parking garage. Furthermore, there is strong consensus within the TAP that the best result on the redevelopment of the triangle will be achieved if it is developer-led, based on selection of a team by Sound Transit.

“From a sea of parking to ‘one station from the airport.’”

Partners. At historic stages in the development of a city, partnerships are very important. In the redevelopment of the SeaTac Angle Lake Station Area, two-way planning between the City of SeaTac and Sound Transit is critical. As the owner of most of the land to the northwest of the station, the Port of Seattle is a natural partner with the City. Private, entrepreneurial landowners can also play an important role in the success and vitality of station area development, and opportunities for partnerships with them should be sought.

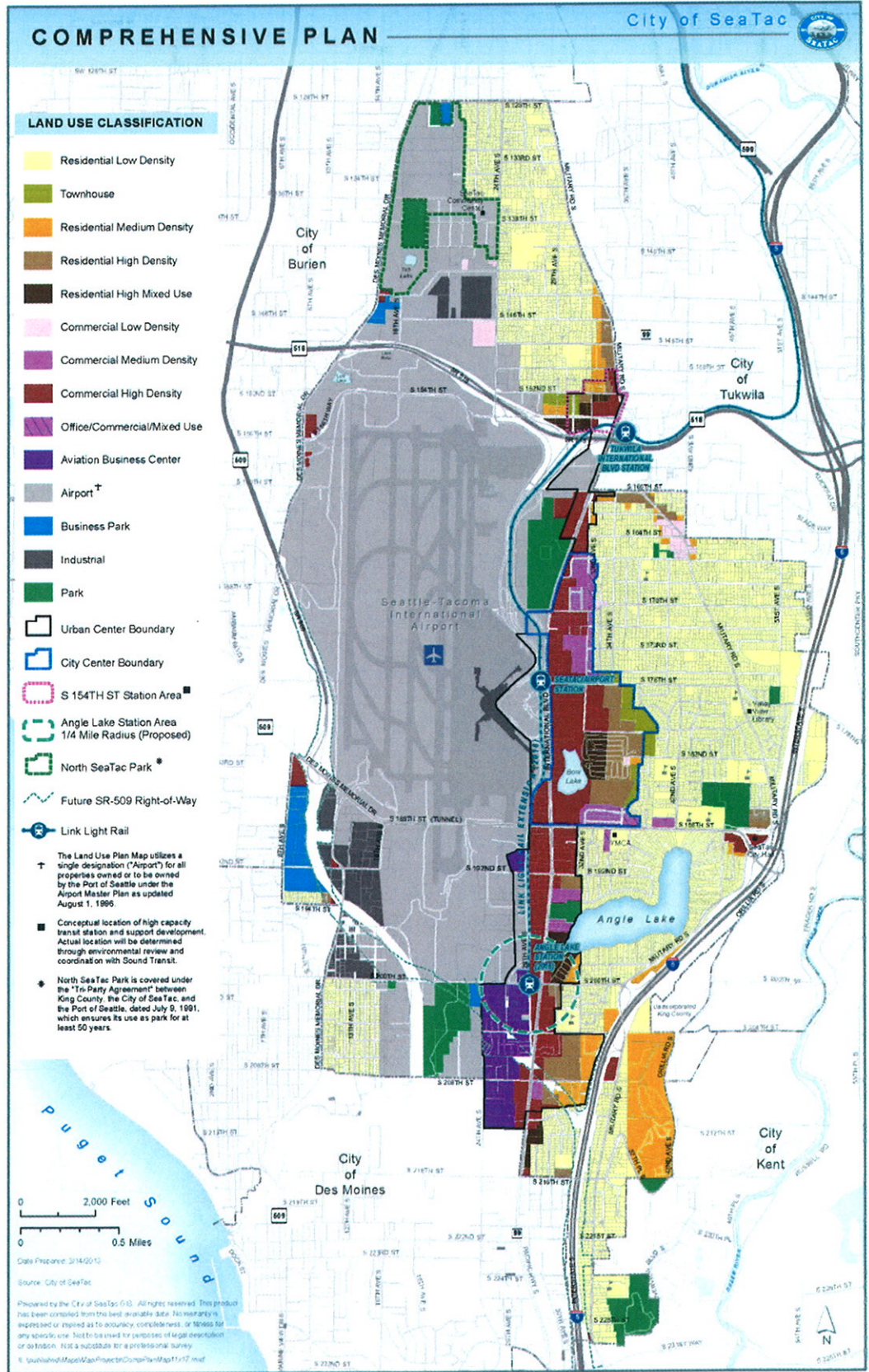
Connections. The success of the larger pedestrian network and infrastructure will depend largely on east-west connections, including good experiences crossing International Boulevard. These crossings should be at grade, and chosen carefully

to align with public amenities and provide convenience to present and future residents. Investments should be made in paving and other calming features that enhance the identity of SeaTac and the pedestrian experience, while adding safety.



Feasibility. It must be acknowledged that parking uses drive land values in much of SeaTac. Overcoming associated economic barriers to development goes hand in hand with zoning that precludes these uses. On certain parcels with

existing affordable housing, although strategically located, redevelopment may not be desirable or feasible in the short term. But with smart public investments in pedestrian infrastructure and partnerships with willing land owners, the market can drive redevelopment in the long term.



"Angle Lake Station will be the southern terminus [for light rail] until 2023, when service to Kent and Des Moines is expected to begin."

BACKGROUND

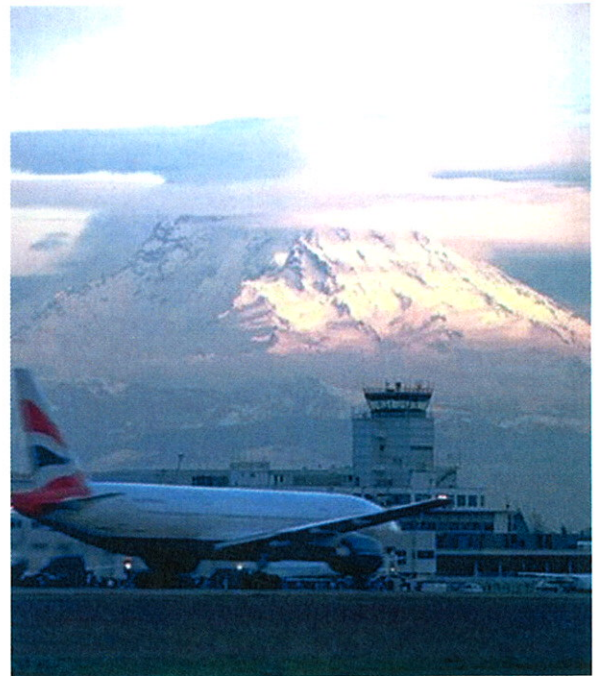
In 2016, Angle Lake Station in SeaTac will become the temporary southern terminus of Sound Transit's Link Light Rail line in the Seattle area. Through this line SeaTac will be connected to downtown Seattle and to the University of Washington, which also has a station scheduled to open in 2016. Angle Lake Station will be the southern terminus only until 2023, when service to Kent and Des Moines is expected to begin.

The elevated Angle Lake Station will be centered on the 28th Avenue South right of way at South 200th Street. Sound Transit is also in the process of planning a combination of related facilities, including a minimum 700-stall park-and-ride garage, 400 interim surface parking spaces, short-term drop-off-and pickup parking, plazas, retail space and public restrooms. In the last two years, Sound Transit and the City of SeaTac have been working together on the configuration of these station facilities in order to optimize opportunities for transit-related development in and around the station.

Currently, South 200th Street west of International Boulevard are characterized by auto-dependent commercial uses. International Boulevard, located one block west of the station, is lined with a mix of low-density commercial businesses, including self-storage, car rental and sales, a U-Haul center and Kenworth Truck dealer. There are some hotels, offices and multi-family buildings in the vicinity. A federal detention center lies to the west of the station site.

Angle Lake Park and public access to the lake itself is within walking distance of Angle Lake Station, less than a half mile away. However, it is separated from the Angle Lake Station area by International Boulevard, a major north-south arterial that serves Seattle Tacoma International Airport and divides the City of SeaTac.

In addition to Sound Transit, there are public owners of nearby parcels with near-term interest in redeveloping adjacent to the station. They include the Port of Seattle and the City of SeaTac itself. There are also private landowners with interest in redevelopment. Currently advancing is a 150-room hotel to be built by Ariel Development, located to the northeast of the station and situated between International Boulevard and Angle Lake Park.



LAND USE

Overall policies for Angle Lake Station area development hinge on these questions:

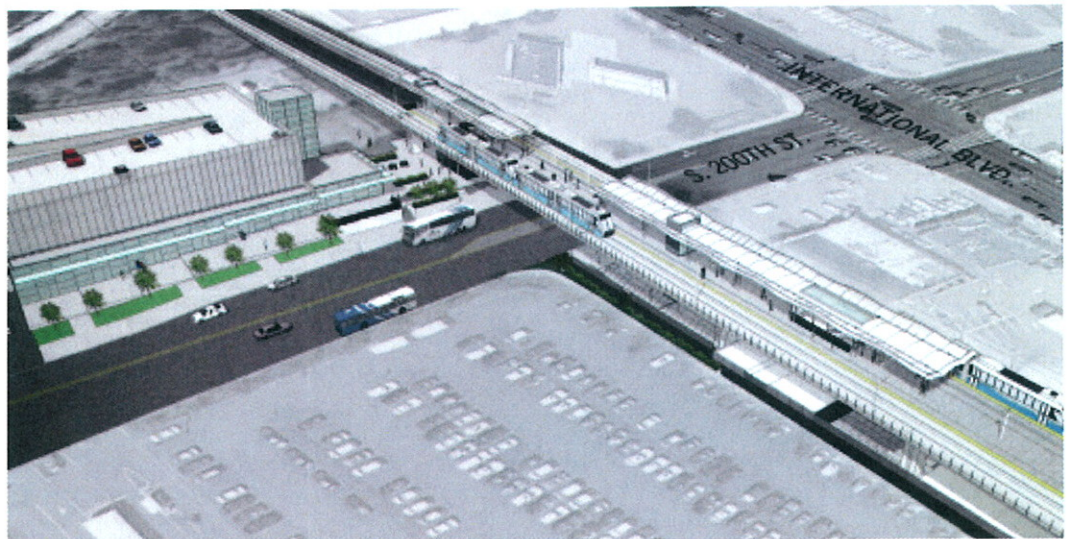
Describing station area. The area of interest for redevelopment around Angle Lake Station cannot be circumscribed by a geometric circle with a “walking distance” radius. Instead, it is defined by opportunity, both within and outside a formally recognized walking distance from a light rail station. However, focusing on the station area in terms of a quarter-mile radius is useful for the purposes of initial planning and investment priorities. Significant physical features that surround the Angle Lake Station Area at this quarter-mile scale include future right-of-way reserved for state Rt. 509 on the southwest boundary. There are established multi-family and single-family residential streets within the boundary to the east of the station. To the north Angle Lake Park should be captured within the conceptual station area, through strategic and east-west connections. Because it is

“Part of our job is finding the easiest fruit to grab.”

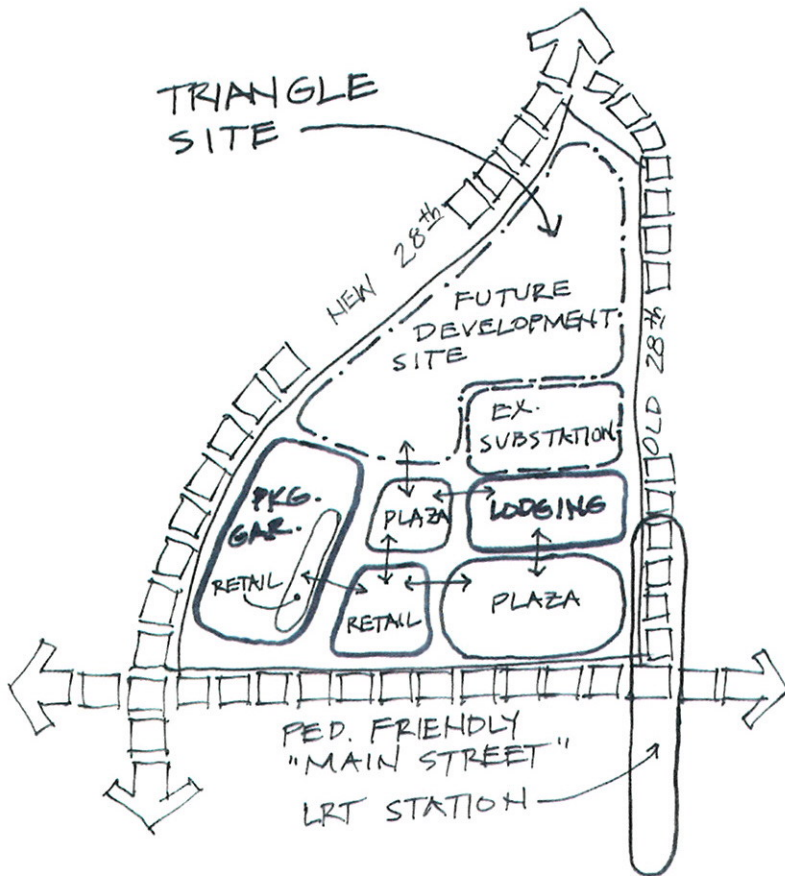
a significant arterial and pedestrian barrier that passes directly through and near the center of the station area, International Boulevard — especially that segment of it that passes Angle Lake Park at the north and crosses

South 200th Street at the south — is an important part of the station area.

Defining land use mix. The station area should be a mix of uses that optimize transit investment and also leverage it to create a dynamic pedestrian center for the City. The mix of designated land uses, and the balance between public and private investment, should also be realistic in terms of feasibility. Civic and open space opportunities deserve a high priority. The market should be allowed to dictate the mix of office, retail, lodging, residential uses. All are realistic and desirable. Light manufacturing should be excluded from the larger station area with the exception of people-intensive operations.



DESIGN FRAMEWORK



Key features. The design framework deserves a great deal of emphasis in the Angle Lake Station redevelopment area. This framework depends upon choices made in three key areas:

The gateway. The station itself should stand at the center of a gateway. More specifically, the evolving Angle Lake station area neighborhood should be entered through a multi-directional, porous gateway that is centered at the intersection of South 200th Street and 28th Avenue South.

The main street. Because of its potential as a “Main Street” for the Angle Lake pedestrian network, special emphasis should be placed on South 200th Street, especially between 26th and 28th Avenues South. With a combination of carefully planned open space, pedestrian amenities and retail, this four-block stretch can leverage investments in the Sound Transit Triangle and in the light rail system itself, making the walk to the station rewarding for visitors as well as residents.

The mixing zone. Central to the future street grid around Angle Lake Station is 28th Avenue South immediately north of South 200th Street, extending to the northern corner of the Sound Transit Triangle and also south of South 200th Street to fully encompass the station itself. It should become a pedestrian-oriented “mixing zone” of commuters, customers and workers. It will be critical to create and emphasize east-west pedestrian crossings, and linkages between storefronts and retail activities on either side. It will also be important to link a major crossing within this segment with a corresponding one on International Boulevard. The crossing of International Boulevard should remain at grade. Ideally, traffic in this mixing zone should be calmed through design means so that signalization is unnecessary. After the main features of the mixing zone have been defined, a new traffic signal should be located south of South 200th Street.



Implementation strategies. Land in and around the station area will become the core of a dense, fine-grained pedestrian network in SeaTac. Land-consuming, traffic-intensive light industrial uses are generally incompatible with this core. It is important to concentrate retail and commercial uses in the heart of the station area. The City can use a number of strategies intensively around the station area to break up the “mega-blocks” of the existing street grid. These include the following:

Pedestrian crossings and traffic calming: Making International Boulevard more pedestrian-friendly by shortening crossing distances, considering longer crossing cycles and variable speed limits and using traffic calming tools between South 198th and South 204th Streets.

*“It’s more about
predictability than
rules.”*

Through-block connections: Using linked pedestrian crossings and through-block connections to break down large blocks.

Pedestrian scale: Introducing pedestrian scale with bike lanes, new building frontage and street trees.

Private initiative: Leveraging private development, through development agreements or incentives, to reinforce east/west connections and refine the street grid.

Lower conflict: Reducing pedestrian-vehicle conflicts along International Boulevard and South 200th Street by eliminating curb cuts and driveways.



**DEVELOPMENT PARTNER-
SHIPS AND INCENTIVES**

Sound Transit Triangle. The success of Angle Lake Station Area development depends upon the optimum development of the triangle area, adjacent to the station, land largely controlled by Sound Transit. It is bounded by South 200th Street on the south, 28th Avenue South on the east and 26th Avenue South on the northwest. Redevelopment of the triangle should support high quality pedestrian infrastructure, changing land use, and the rise of SeaTac as an urban center.



Sound Transit's evolving transit-oriented development policies and practices drive planning. At the same time, the City of SeaTac is in a great position to identify and define a preferred process for master planned development that serves long-range public goals.

“It’s not about the dollars. It’s about what those dollars will do. That delta is going to make the difference.”

Lodging is currently the preferred use, along with a shared parking structure. However, the recommendations of the ULI Technical Assistance Panel differ from preliminary plans for development of the triangle in one key way. The planned parking

structure should be reoriented so that it lies near the southwest corner of the triangle, along 26th Avenue South, with entry and exit on that street. This accomplishes some key strategic goals for the development of the station area and the City:

It’s convenient to Port of Seattle properties across the 26th Avenue South.

This proximity opens possibilities for shared parking, either upon completion of construction or in the future. Some office development, along with other people-intensive businesses, could be supported.

It leaves prime station area land for better uses. The land closest to the station itself will have increasing value for pedestrians as the City develops, and the highest use for that land should be determined accordingly. Opportunities in the center of the triangle for attractive and amenity-rich hotel and commercial development can be realized.

It's still very convenient to light rail. With structured parking at the western side of the triangle, parking is still convenient to the transit station, especially on the eastern edges of the structure. And there is much to be gained by the City and by supportive retail businesses from pedestrian traffic between parking and the station along South 200th Street, all anchored by a public plaza at the southeast corner of the triangle.



“(Parking) drives our land values, pure and simple.”

In order to achieve the best possible outcome for the redevelopment of the triangle, the Request for Qualifications from owner Sound Transit for the parking structure should specify that responsive teams must be led by a developer who can plan for the whole parcel, with overall goals that include the above.

General considerations. Strategic acquisitions of land will allow the City to control future redevelopment in the station area. This can be accomplished through a request-for-proposal system or brokered developer relationship which harnesses private capital and talent to achieve a desired future for the City.

A transit overlay plan for the station area is a high priority. Key elements of that plan would include street design guidelines for South 200th Street between 26th Avenue South and International Boulevard, and for the section of International Boulevard between South 204rd Street on the south and Angle Lake Park to the north. It will be important to continue to consolidate access points along International Boulevard as properties redevelop, and to reduce curb cuts and potential auto-pedestrian conflicts.



Expansion of non-conforming uses or new, exclusive auto-oriented uses in the transit overlay area should be prohibited. Specifically, regulations should preclude new drive-through uses (car washes, fast food, banks) or gas stations.

With the exception of Sound Transit park-and-ride, new regulations should prohibit new principal use parking within the station area, and limit park-and-fly parking at hotels in the station area.

To facilitate desirable development, the City should consider:

- Seeking a modified memorandum of understanding with the Port of Seattle focused on parcels along 26th/28th Avenue South to identify desirable land uses and a preferred transit-oriented approach to development. This would include pedestrian-friendly site design and tying in with pedestrian infrastructure.
- Creating a template for a master development process that would encourage and incentivize master planning on large parcels and promote assembly of smaller parcels.

OFF-SITE IMPROVEMENTS

Certain improvements will be important for connecting the station with Angle Lake Park, and supporting the station area with its namesake and closest major natural feature. International Boulevard crossings must be chosen carefully, and opportunities to connect with the residential areas to the east should be considered between South 198th Street and South 204th Street.



With a strong foundation for public-private development, the City can leverage investments in infrastructure to create better linkages with Angle Lake Park. Also, the City could decrease the development burden on certain parcels by:

- Linking stormwater or detention treatment options and with landscaping.
- Addressing frontage improvements.
- Identifying opportunities for shared parking and other infrastructure requirements.

OTHER DEVELOPMENT CONSIDERATIONS

As interest in private redevelopment gains momentum, the City should be prepared to employ a variety of strategies to catalyze redevelopment of the station area, including land swaps and the acquisition of strategic parcels. It is essential to keep in mind that existing City-owned parcels and public rights-of-way are key resources. Their “highest and best use” is of interest not only to the City but to landowners and the public at large.



*“Let’s help (you, developer) make
a legacy.”*

There are certain strategies the City can deploy to ensure that existing business tenants and low-income residents can find affordable options. They include:

- Recognize existing affordable housing in the mobile home park. While this parcel will be positioned for redevelopment in the long term, it would be ill-advised to pursue redevelopment as a priority in the short term.
- Facilitate affordable housing in the station area as opportunities arise, through incentive zoning or non-profit housing partners.
- Communicate with existing businesses and landowners with regard to non-conforming uses and structures.
- Facilitate low-cost financing to support small businesses in new development.



**OVERALL VALUES AND
CONCLUSION**

With the coming of light rail to SeaTac, it is time to lay the foundation for the long-range life of the City. More than ever before, SeaTac has the opportunity to become a vital, growing city with a distinct identity—one which is also positioned as a gateway to the region.



Angle Lake Station Area development planning must begin with a clear shift in priorities from auto-oriented uses to ones that serve dense development, with plenty of thought for pedestrian safety as well as rewarding experience for those circulating around the station and in the adjoining streets. As the station area takes shape and begins to define the future of SeaTac, it will be important to identify priorities for partnerships and investments.

The first will be optimal development of the Sound Transit Triangle, preferably through a master development process. Second will be investment in pedestrian facilities and a pedestrian-friendly experience in the triangle and throughout the station area. Redevelopment opportunities are plentiful, but the City needs multiple strategies for facilitating smart and transit-friendly investment.

Partnerships with Sound Transit, the Port of Seattle and private owners will be enormously important in leveraging these investments in and around the station area. Decisions made in the coming months and years can lead to a thriving and attractive city in the coming decades.

“One of the goals has to be to break down the barriers so that it can happen over time.”

ULI Northwest Technical Assistance Panel Professional Biographies

John Hempelmann, Panel Chair, Cairncross & Hempelmann, Seattle, WA

John is one of the founding partners and the Chairman of Cairncross & Hempelmann, a full service Seattle law firm. He has more than 40 years of experience as a land use, natural resources, and real estate development attorney. He has worked extensively to help form the legislation that governs Washington's land use law. John assists clients with real estate development projects, including their land use, zoning and environmental matters, and with their natural resource permit processes.

Stephen Antupit, Fish to Water, Seattle, WA

Balancing a 20-year career in urban design and neighborhood redevelopment with skills at launching new endeavors, Stephen identifies intersecting interests and leverages durable connections. Following his professional passion for new ways to create convivial communities, Stephen has a history of active engagement with diverse stakeholders. Having cultivated public entrepreneurship skills as a strategic advisor, Stephen frames policy and design responses that promote ecological, social, and economic resilience.

Fred Glick, Fred Glick Design PLLC, Mercer Island, WA

Fred Glick is a landscape architect with 35 years of experience in a broad range of project types, particularly transit-oriented development. He specializes in projects requiring sensitive treatment in order to fit into an existing community. His work experience includes the planning and design of transitways (light rail, commuter rail, multi-modal centers) and transportation corridors (state highways, "Main Streets" serving as state highways), town centers, streetscape design, waterfronts (lakes, rivers and coastal), parks and recreation facility design, resource use master planning (lakes, reservoirs, river corridors), land development (site analysis, site planning, land planning), community design (neighborhoods, town centers), and residential, commercial, institutional and public landscape architecture. Fred is dedicated to creative planning and design excellence in all aspects of the profession. His work has been distinguished by the ability to organize and direct complex projects, resulting in a clear and logical synthesis of the issues.

Alison Lorig, Lorig Associates, Seattle, WA

In her role as president and co-owner of Lorig Associates, Alison applies her extensive expertise as an engineer and project manager to ownership oversight of Lorig's portfolio of development projects and properties to ensure that work is delivered with the highest possible quality. Alison's commitment to carrying the company's tradition of excellence forward is helping to create lasting client satisfaction and ongoing positive impacts to communities throughout the region.

Chris Mefford, Community Attributes, Seattle, WA

The foundation of Chris Mefford's experience lies in working with jurisdictions, businesses and developers, providing market research; feasibility analyses; economic and financial analysis; and policy analysis, including land use and transportation policies. He brings 17 years of consulting, project management and analysis experience with economic, land use and transportation patterns. Based in Seattle, he brings in-depth expertise with the Puget Sound regional economy. He speaks to audiences often on regional economy and community development considerations. Chris's prior engagements include leading teams for local and national consulting firms, and serving as a regional economist for the Puget Sound Regional Council.

ULI Northwest Technical Assistance Panel Professional Biographies

Michelle Morlan, National Development Council, Seattle, WA

Michelle is a Seattle-based Director with the National Development Council, providing technical assistance in housing and economic development to NDC client communities in the West Region. Since joining NDC in 2005, Michelle has underwritten and closed over \$322 million in New Markets Tax Credits which have financed over \$450 million worth of economic development in low income communities, including three major TOD projects. She has managed development of more than 500 units of affordable housing and over 200,000 square feet of commercial, retail and supportive service space using a variety of public and private financing programs. Before joining NDC, Michelle was a Senior Developer with Common Ground in Seattle and has worked with real estate development organizations in Honolulu, Detroit, and San Jose, Costa Rica as well as in city and county planning in Washington State. She holds a dual Masters Degree in Urban Planning and Social Work from the University of Michigan as well as undergraduate degrees from Purdue University.

PJ Santos, Lorax Partners, Seattle, WA

PJ's 18 years of development and design experience began in the architectural offices of Richard Meier and Frank Gehry in Los Angeles, and then ZGF Architects in Seattle. PJ moved into development in 1998 when he joined Opus NW. As their leading entrepreneurial developer over the last eleven years, PJ "envisioned-to-occupancy" a broad array of successful civic, office, residential, retail and mixed-use developments. These include the nationally recognized redevelopment of Bremerton's waterfront with the Bremerton Harborside and Kitsap Credit Union developments (NAIOP 2007 Office Development of the Year), Federal Way Crossings retail center, the Cabins at Tumble Creek residential community and the recently completed LEED Gold and NAIOP "Deal of the Year" finalist: Shoreline City Hall. Recently PJ completed the master use permit for the \$500 million mixed-use residential North Lot development next to Seahawks Stadium and with his new company, Lorax Partners, began construction on the \$30 million dollar, public/private, mixed-use (cinema, retail and residential) Park Plaza project in downtown Bremerton.

Brian Sullivan, Seattle Housing Authority, Seattle, WA

Brian Sullivan's 30-year professional career encompasses a wide range of experiences including architectural and urban design, community participatory planning, real estate development, teaching and research. He is currently a Senior Development Program Manager at the Seattle Housing Authority (SHA) where he is involved in the completion of three of the Authority's HOPE VI developments – including the Rainier Vista and Othello Station TOD sites — and other mixed-income redevelopment efforts including Yesler Terrace and Fort Lawton. Before joining SHA, Brian was at Mithun Architects and Planners where he was the lead planner and designer for two HOPE VI redevelopments — SHA's High Point and Portland's New Columbia. During the 1990's he helped establish a new Department of Architecture at the Chinese University of Hong Kong while also completing several "user-based" research studies of public housing communities in Hong Kong and China. His interest in communities and the people who live in them is reflected in his success in making high quality "places for people."

Bob Wicklein, Seneca Group, Seattle, WA

A Principal at Seneca Group since 2006, Bob's work is focused primarily on commercial office and tenant improvements, education projects, energy conservation and sustainability. Before joining Seneca Group, Bob was a Project Director at Boeing, where, among other assignments, he collaborated with Seneca as a Boeing Loaned Executive on the development of Benaroya Hall. Bob is a LEED Accredited Professional and a Professional Engineer in the State of Washington. He earned a Bachelor of Science degree in Civil Engineering from the University of Illinois at Urbana.



Contact us:

ULI Northwest
1800 Ninth Avenue, Suite 1515
Seattle, WA 98101

tel: 206.224.4500
fax: 206.224.4501
email: northwest@uli.org
northwest.uli.org