

# Capitol Hill Equitable Transit-Oriented Development (eTOD)

an Exemplar of an Engaged Community Informing Equitable Outcomes

Cathy Hillenbrand  
Grace Kim, FAIA  
Jonathan Morley, ASLA



# Cathy Hillenbrand

- Resident and businessperson | Capitol Hill, including Comet Tavern and The Real Comet Press
- Chair | Capitol Hill Champion
- Former board member and past board chair | Capitol Hill Housing
- Seattle Arts Commissioner - 6 years
- Co-chair Public Art Committee
- Light Rail Review Panel | Sound Transit U-Link



# Grace Kim, FAIA

- Principal | Schemata Workshop
- Architect - 29 years (Chicago and Seattle)
- Cofounder, Architect, Developer, Resident | Capitol Hill Urban Cohousing
- Board Member | Housing Development Consortium (Affordable Housing Advocacy)
- Seattle Planning Commissioner – 8 years



# Jonathan Morley, ASLA

- Landscape Architect |Seattle (29 years)
- Principal | Berger Partnership (19 years)
- Daddy (7.5 years)
- Past Board Member of Cal Anderson Park Alliance & ARCADE
- Led firm's JUST certification & JEDI working group
- Led firm's 1st Living Building Challenge (LBC) and Envision certified projects



# Stewarding the Community Process

Cathy Hillenbrand

# Community Driven

Early and frequent engagement with the Capitol Hill community was conducted throughout the design process to ensure the neighborhood's priorities were met.



2009

Community  
Advisory  
Group

2010

Community  
Outreach

2011

Stewardship  
Group Caitol  
Hill Chapion  
Established

2012

Individual Stakeholder  
Meetings

2013

2014

Sound  
Transit  
RFQ/RFP

2015

Developer  
Selection

2016

Design  
Commences

2017

2018

Construction  
Begins

2019

2020

Construction  
Complete



## Timeline

Numerous neighbors have been involved over the many years of community outreach regarding the Capitol Hill Station development sites. If you would like to be one of them, please contact us to volunteer or participate!

1996	● King, Pierce, and Snohomish county voters approve sales & vehicle excise taxes for a light rail system
1998	● Capitol Hill Neighborhood Plan <a href="#">[URL]</a>
2000	● City of Seattle Concept Level Station Area Planning Recommendations <a href="#">[PDF]</a>
2006	● Broadway Economic \
2008	● Sound Transit Capitol <a href="#">[PDF]</a>
2009	● Sound Transit holds tl place
2010	● Sound Transit Farmers Market Letter of Intent, 2010 <a href="#">[PDF]</a>
2010	● Sound Transit Summary of 2009 Community Involvement and Feedback <a href="#">[PDF]</a>
2009-2010	● Broadway TOD Precedent Studies <a href="#">[PDF]</a> Broadway TOD Charrette Outreach Summaries <a href="#">[PDF]</a> Broadway TOD Recommendations Report summarizing the above <a href="#">[PDF]</a>
Mar 2010	● Capitol Hill Champion is formed. <a href="#">[Charter]</a>
May 2010	● Capitol Hill Apartment Market Analysis <a href="#">[PDF]</a>
Aug 2010	● Nagle Place Extension Workshop Feedback <a href="#">[Summary PDF]</a>

# capitol hill champion

What's going up when the red wall comes down?

Oct 2011	● After three Urban Design Framework Workshops in 2010 and 2011, the Urban Design Framework is finalized, providing development and design guidance to the future developers of the station TOD sites. <a href="#">[PDF]</a> and <a href="#">Appendix</a>
Sep 2012	● Draft Term Sheet between City of Seattle and Sound Transit <a href="#">[PDF]</a>
Sep 2012	● Sound Transit Meeting Presentation summarizes activity to date. <a href="#">[Presentation]</a> and <a href="#">meeting boards</a>
Oct 2012	● Summary of Public Feedback on Draft Term Sheet <a href="#">[PDF]</a>
Nov 2012	● Sound Transit Workshop on Station Area Planning <a href="#">[PDF]</a> provides suggested site and plans, and other develop-
Jan 2013	● Sound Transit releases Station Area Planning Design Guidelines in the Design Review process. <a href="#">[PDF]</a>
Jul 2013	● Seattle City Council's Planning, Land Use & Sustainability Committee (PLUS) holds public hearing to take comments on the proposed Development Agreement. <a href="#">[Video]</a>
Aug-Sep 2013	● Seattle City Council, followed by Sound Transit Board, vote unanimously to approve the proposed Development Agreement with amendment. <a href="#">[PDF]</a>
Jan 31, 2014	● RFQ released by Sound Transit to potential developers <a href="#">[Resources Page]</a>
Mar 24, 2014	● RFQ responses due at 4pm.

July 2014	• Sound Transit releases Request for Proposals (RFP)
Sept 2014	• Sound Transit publishes clarifications & addendum to the RFP
Sept 26, 2014	• EXTENDED deadline for Requests for Information (RFI) from developers
Nov 3, 2014	• EXTENDED deadline for proposals
April 23, 2015	• Approval of TOD developer selection, Gerding Edlen for all sites
May 16, 2015	• <a href="#">Co-hosted Community Open House</a> with Selected Developer(s)
March 19, 2016	• Capitol Hill Light Rail Station opens
August 2016	• Purchase and Sale Agreement / Lease negotiations complete, ST Board approves PSA/Lease. ST provides summary report of public input to Board, and approval of sale of property
Dec 6, 2016	• Developer team hosts first community open house, per developer team proposal
<b>YOU ARE HERE</b>	
Dec 14, 2016	• Early Design Guidance (EDG) Review (City of Seattle)
On going	• NEXT STEPS: Champion advocacy of community priorities with the developer team
Q1 2017	• NEXT STEPS: Developer team hosts second community open house, per developer team proposal
2018 Q1	• Anticipated: TOD construction starts
2018/2019	• Anticipated: TOD development construction completion
Summer 2019	• Anticipated: Broadway Farmers Market relocates to the Capitol Hill station plaza

In fact, it took longer.  
Project was not completed until 2022.



# Stakeholders

- Capitol Hill Chamber of Commerce
- Community Roots Housing (formerly Capitol Hill Housing)
- Capitol Hill Community Council
- Broadway Business Improvement Area
- Greater Seattle Business Association
- Cal Anderson Park Alliance
- Pike/Pine Urban Neighborhood Council
- Seattle Central College
- Seattle University
- Cascade Land Conservancy



# Capitol Hill - Broadway Transit Oriented Development Development Guidelines and Urban Design Recommendations Report

February 3, 2010



prepared for



## Purpose

The recommendations described herein reflect the aspirations and expectations of the Capitol Hill community for the responsive development of the Sound Transit parcels adjacent to the Capitol Hill Station. This development will play a crucial role in the revitalization of Broadway and the continued progress of the Capitol Hill community.

Goals of the Recommendations:

- Influence Sound Transit's transit oriented development planning and specifically their crafting of the developer request for qualifications/ proposal (RFQ/RFP) planned for 2012 / 2013.
- Supplement and clarify existing development regulations, planning, and design guidelines that already affect the ST-parcels and the Station Area Overlay (SAO).
- Guide future neighborhood and/or station area planning efforts as well as urban design, infrastructure, or transportation improvements planned for the station area and beyond.

## Call To Action

This document represents the community's vision; it synthesizes the two previously issued reports, TOD Precedent Study and Community Outreach Charrette Summary, both of which form the foundation for recommendations contained in this report. It builds upon other public and private planning efforts over the last several years, including those of the Sound Transit (ST) through the Capitol Hill Station TOD Work Program, including Quarterly Community Presentations and outreach.

This report places tremendous responsibility on the citizens of Capitol Hill as advocates for the future of the community. Interfacing with the public agencies associated with the North Link work, including Sound Transit and the City of Seattle, is critical to ensure that future development successfully reflects the community's vision.

## Think Big

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. The development approach for the properties should be one that strengthens Capitol Hill's identity as the city's leading arts community and its diverse heritage that includes being home to the largest LGBT community in the Pacific Northwest. Development needs to respond to neighborhood priorities and set a precedent in high-quality architecture and urban design on Capitol Hill. The work here will define a critical piece of the Broadway experience and set the stage for the invigoration of Broadway from Pine to Roy.



## Summary of Community Development Goal

Based upon the information gathered in the Community Charrette of 9/12/09 and associated outreach, the development of the Sound Transit parcels should include:

### Development Projects of the Highest Quality

Due to their central location and adjacency to several Capitol Hill landmarks, there is unanimous support for the highest quality development on the TOD sites.

### A Permanent Home for the Farmers Market

Provide a permanent home for the popular Capitol Hill Farmer's Market and other community activities and festivities on Nagle Place. Consider expansion to Denny Ave by making it a low-traffic street with enhanced sidewalks and pedestrian amenities. Nagle should be a street dedicated to pedestrians & cyclists, e.g., a Dutch "woonerf" in concept.

### Affordable Housing and Business Space

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

### A Cultural Center and Community Spaces

A cultural center and space for community activity is currently lacking on Capitol Hill; include dedicated space for the LGBT community and performance & visual artists.

### A Gateway and Neighborhood Wayfinding

Given their geographically central locations on Capitol Hill, the TOD sites are at the intersection of many popular pedestrian routes as well as the future street car line, current bus routes, and future Sound Transit station. The TOD sites should accommodate and enhance these connections as well as provide an experiential gateway and aid wayfinding on Capitol Hill.

### Environmentally Responsible Building Practices

Low impact site development, ecologically-sensitive stormwater infrastructure, and sustainable design & construction measures should be incorporated in all development.

### Selective Additional Height

Given the immediate adjacency to the Sound Transit stations, there is some support for increasing currently allowable building height as an option to incorporating desired community goals.

### Low Ratio Parking

In acknowledgment of TOD best practices, and reflecting its location in a high density neighborhood, lower than typical market-dictated parking ratios are desirable.

# The Steps

## 1. Champion the Vision

Establishing stewardship of the goals outlined in this document is a critical component to the success of the efforts of the community. We should prepare to act immediately, recognizing that a comprehensive effort will take years to enact. Active stewardship and vigilance will be required for the fruition of the community's vision.



### Recommendation

#### 1.1 Champion the Vision

Establish an organizational framework (team) committed to the best possible TOD outcome.

#### 1.2 Continuity of Staff

Continue the commitment of an inter-departmental team of staff for the implementation of this plan.

#### 1.3 RFQ/RFP Process

Partner with Sound Transit to include the Capitol Hill Broadway TOD reports and recommendations in the RFP.

#### 1.4 Two Stage RFQ/RFP Process

Support selection of the most-qualified project Development/Design Team possible.

### Action

#### Champion, CHCC, CHSC

Draw membership from the current TOD Stakeholder Group as well as other active community organizations. Aggressively pursue the actions called for in this report as well as other evolving efforts and hold decision makers accountable for their implementation; determine appropriate processes to do so.

Identify and acquire the use of a space for a local "Community Design Center" to collect and disseminate ideas related to neighborhood planning & urban design issues, specifically those related to the TOD sites.

#### DPD, SDOT, SPU, DON, ST

Allocate resources from appropriate City departments and ST to assist the community with implementation of these recommendations. Ensure continuity of City and ST staffing for participation and coordination that is not interrupted by changes in mayoral and council leadership as it stewards the vision.

#### ST, Champion

Sound Transit should establish a clear RFQ/RFP process that leads to awarding the contract for development to those developer(s) who are most responsive to the recommendations and findings of TOD Recommendations Report. The Champion of the Vision should have an integral role in this process by contributing to the RFQ/RFP and establishing selection evaluation criteria.

#### ST

To support the goal of achieving the highest quality, most community-responsive projects, ST has already committed to a two-stage developer selection process. Consider providing a monetary stipend to the limited number of RFP finalists to partially reimburse for additional effort required to present a high quality design proposal. This is a common approach to high-profile design competitions and shows commitment from ST to deliver the best possible project to the community.

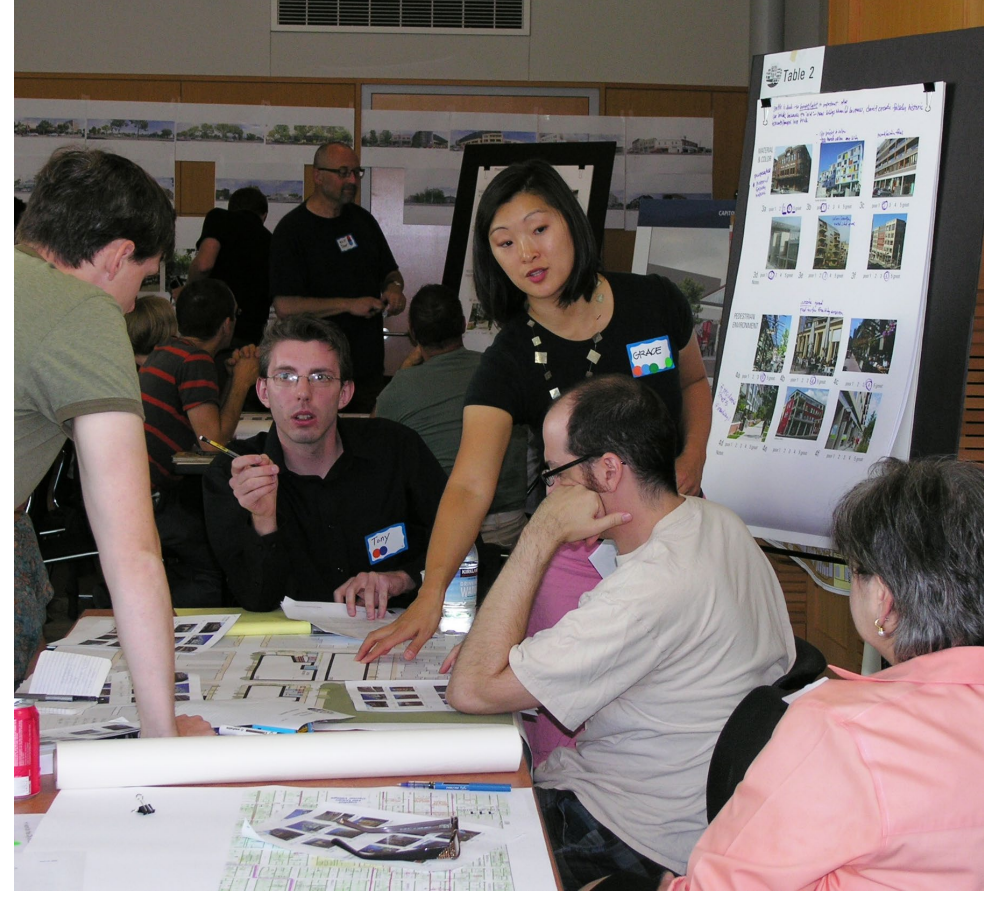
# Groundbreaking work of the Champion

- Mandated affordable housing
- Parking maximum
- Sound Transit changed TOD policy
- City Council supports community work with staffing and funding
- Permanent Home for Farmer's Market
- Ripple effects in the neighborhood:
  - EcoDistrict
  - LGBTQ senior housing

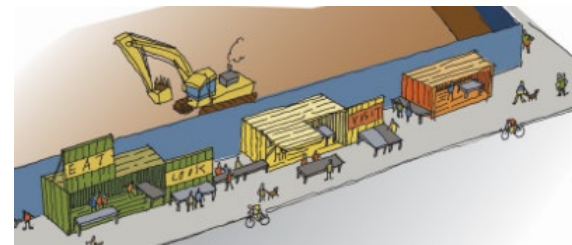
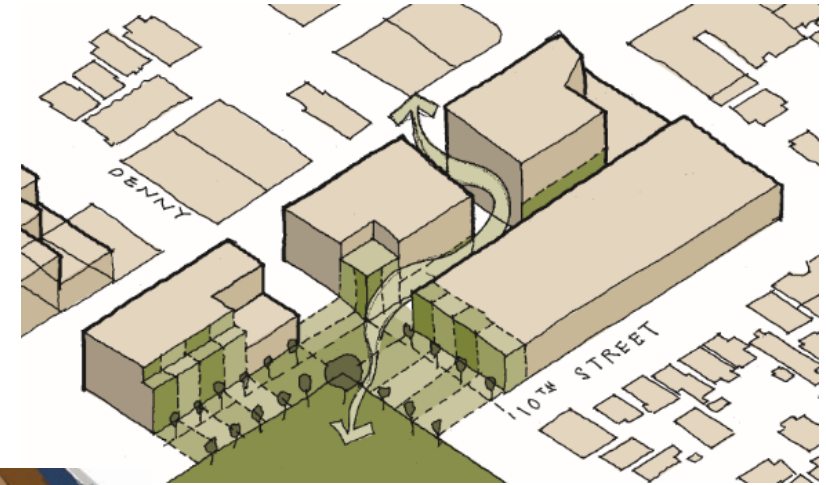
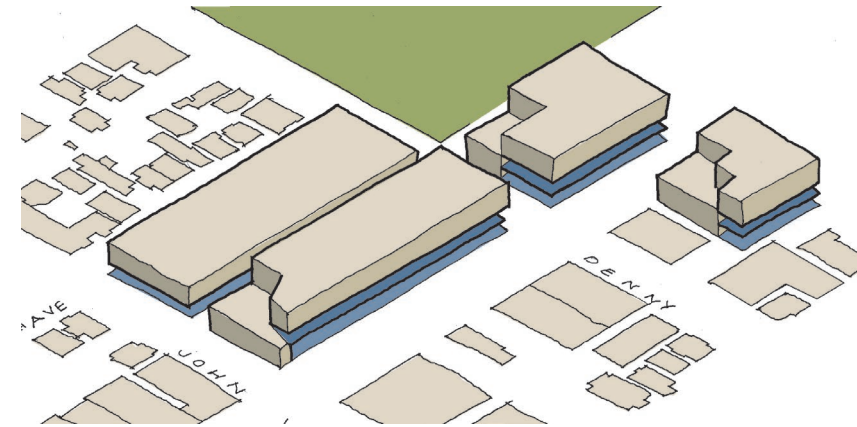


# Community Informed Design

Grace Kim

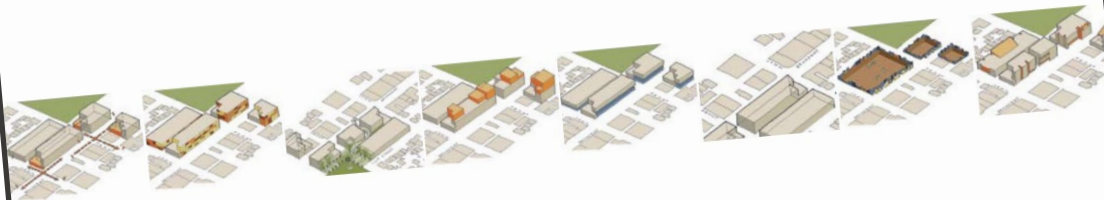






# Capitol Hill - Broadway Transit Oriented Development Development Guidelines and Urban Design Recommendations Report

February 3, 2010



## Process

As with all of the recommendations that follow, the tasks are described as a starting point and each requires the designated organizations (Chamber, DPD, SDOT, etc.) to pursue that scope on a task-by-task basis. Some of the recommendations are similar to those described in the ST Baseline Report, Broadway Economic Vitality Action Agenda, Capitol Hill Neighborhood Plan, or other documents. They are repeated here to help provide a complete picture and synthesize the community's vision for Broadway's Transit Oriented Development.

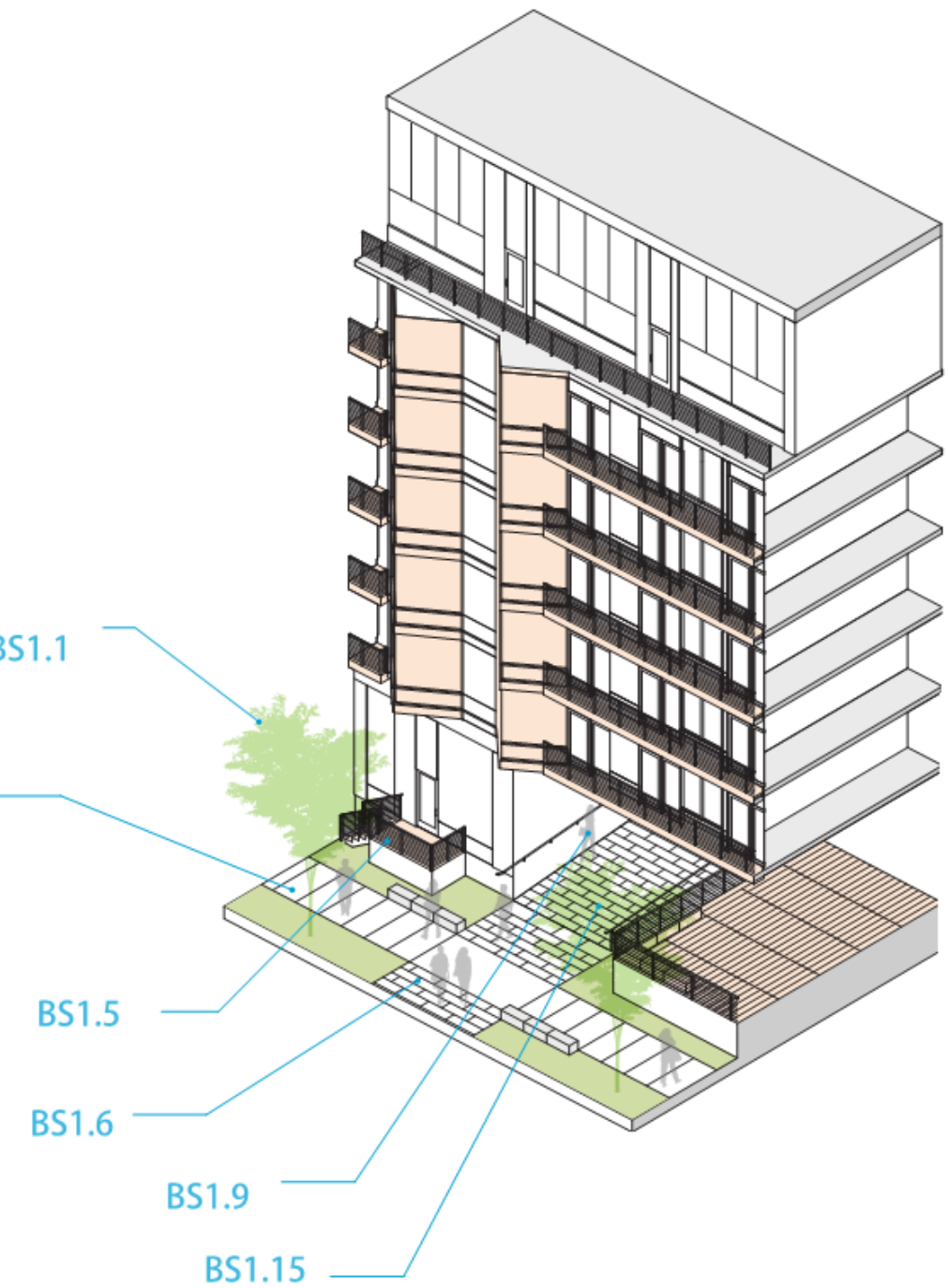
## The Steps

1. Champion the Vision
2. Reclaim the Street
3. Make Connections
4. Invigorate Community
5. Bring Investment
6. Build Great Architecture
7. Manage Parking
8. Plan for the Interim
9. Nurture the Environment





MARKET



### BS1.5 CONCEPTS FOR SCREENING/PRIVACY/SECURITY

- Plant massings are arranged perpendicular to the facade so the garden spaces feel like exterior rooms adjacent to the stoops providing a sense of privacy

### BS1.6 TYPE, COLORS, PATTERNS, AND LOCATIONS OF PAVEMENT MATERIALS

- Pedestrian paving is a highly durable and easily maintained surface
- The majority of the space will be narrow (12"x24") precast concrete pavers on pedestals. Color is a 75/25 mix of dark gray and light gray pavers
- Ipe wood decking is proposed adjacent to seating areas to provide a finer grain and higher level of detail where pedestrians are most likely to be sitting and seeing a higher level of finish
- The balance of the space is scored and cast-in-place concrete with joints running perpendicular to the path of travel
- Tighter spaced scoring and surface texturing (tining) is proposed adjacent to seating areas to provide a finer grain and higher level of detail where pedestrians are most likely to be sitting and seeing a higher level of finish
- Precast concrete pavers (mortar-set) are proposed adjacent to residential entries

### BS1.7 LIGHTING CONCEPT AND FEATURES

- Lighting is carefully integrated with architectural and landscape architectural elements to support a cohesive nighttime environment
- The overall lighting design strategy provides a safe, secure, illuminated environment that invites the public into the dynamic space while also balanced with the needs of tenants and permanent residents
- Horizontal accent lighting beneath seating elements and seating steps will be used to provide low-level light that illuminates the ground plane and minimizes spill into adjacent residences
- Building mounted light fixtures are provided to illuminate the space and provide a warm, inviting space that is occupied throughout the seasons

### BS1.8 TECHNIQUES TO SCREEN THE EAST WALL OF THE LOWER LEVEL GARAGE ALONG 10TH AVENUE EAST

- The lower level garage is concealed along 10th Ave E by the walls of the stoops and landscape
- Plant massings are arranged perpendicular to the facade, creating private exterior space at each stoop



BS1.5 Screening Concepts



BS1.6 Garden Spaces at Stoops



BS1.6 Pavement Materials

# **DEVELOPMENT AGREEMENT**

**Between**

**THE CITY OF SEATTLE**

**And**

**THE CENTRAL PUGET SOUND REGIONAL TRANSIT AUTHORITY**

**Regarding**

**CAPITOL HILL STATION TRANSIT ORIENTED DEVELOPMENT**

This Development Agreement (“Agreement”) is entered into by and between THE CITY OF SEATTLE (“City”), a Washington municipal corporation, and the CENTRAL PUGET SOUND REGIONAL TRANSIT AUTHORITY (“Sound Transit”), a regional transit authority created pursuant to Chapter 81.104 RCW and Chapter 81.112 RCW (together the “Parties”).

## **RECITALS**

- A. Sound Transit is constructing its Capitol Hill Station (“Station”) as part of its University Link light rail project between downtown Seattle and the University of Washington campus. The Station is an underground station with three above-ground entrances and a ventilation shaft structure

**2.4** All uses permitted in the underlying zones are permitted within the five Sites, except that Site B-South shall be developed only with residential uses or with live-work units, and the west-facing ground floor units may include offices other than customer service offices.

**2.5** Site B-North shall be developed exclusively as Affordable Housing, which may include affordable live-work units that do not include a retail use. For purposes of this Agreement, "Affordable Housing" means affordable housing as defined in SMC 23.84A.016, for households with incomes not exceeding 60% of "median income" as defined in SMC 23.84A.025.

**2.6** Notwithstanding the limitations imposed by Sections 2.2, 2.4, and 2.5, a community center as defined in SMC 23.84A.018 shall be permitted within the first 40 vertical feet on Sites A, B-North, C, and D. The area of any community center shall be exempt from FAR calculations.

## **GENERALLY APPLICABLE DEVELOPMENT STANDARDS**

**3.1** Each Site shall achieve these respective Green Factor scores: 0.388 for Site A; 0.388 for Site B-North; 0.399 for B-South; 0.0467 for Site C; ~~and 0.047 for Site D.~~ The Parties intend that these scores will result in a pooled Green Factor score across all Sites

## DEVELOPMENT STANDARDS SPECIFIC TO SITES B-NORTH AND B-SOUTH

7.1 The maximum height of each building shall be 85 feet and the maximum building depth shall be 72 feet. The maximum length of each building is approximately 177.5 feet.

7.2 The buildings shall be set back five feet from the property line along 10<sup>th</sup> Avenue East, to make room for stoops, private gardens, and entry courtyards within this setback. Stoops must be provided on the east building façade.

7.3 There shall be a three-foot wide greenscape zone between the east property line and the back of sidewalk. In the event of a raised podium for an underground parking garage, this greenscape zone shall provide screening of the podium façade. In addition, there shall be a six-foot sidewalk, a seven-foot planting strip, and alternating seven-foot deep greenscape curb bulbs and seven-foot parking bays as depicted on page 6 of the CDP. Large tree species shall be planted in the curb bulbs, to provide a unifying visual theme with the mature vegetation of Cal Anderson Park.

7.4 On the west, each building shall be set back 11 feet from NPE to provide for amenity areas, including a five-foot wide sidewalk, and to make room for entries, private

Transit agencies are in the business of building transit



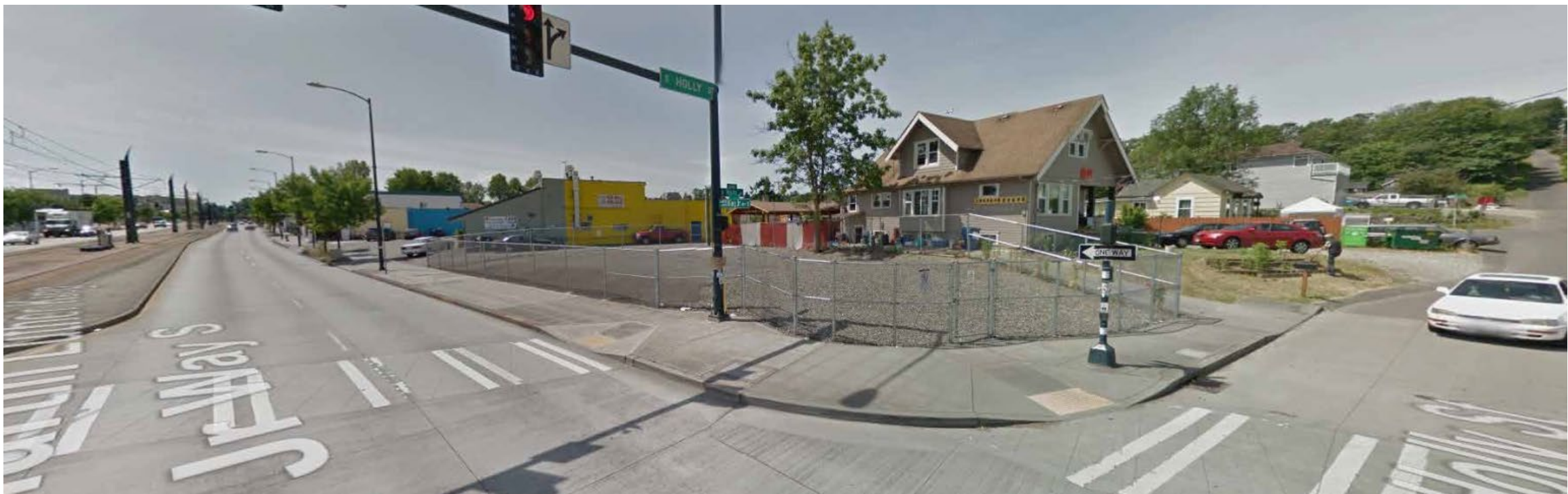
Transit agencies are in the business of building transit

NOT in the business of developing buildings

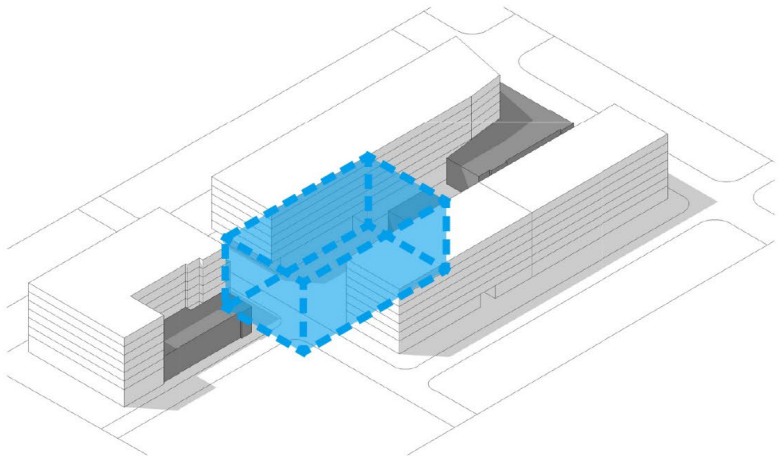
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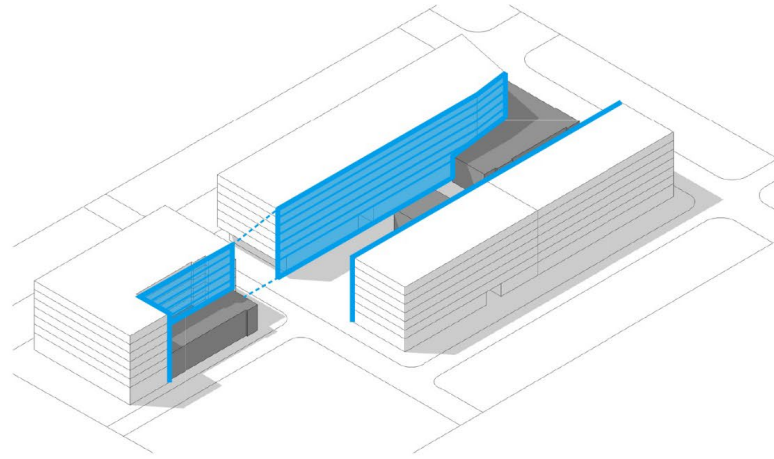
NOT in the business of placemaking



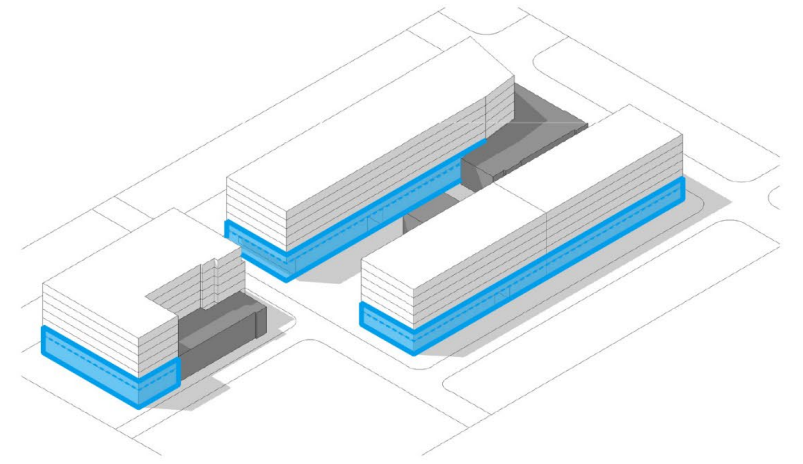




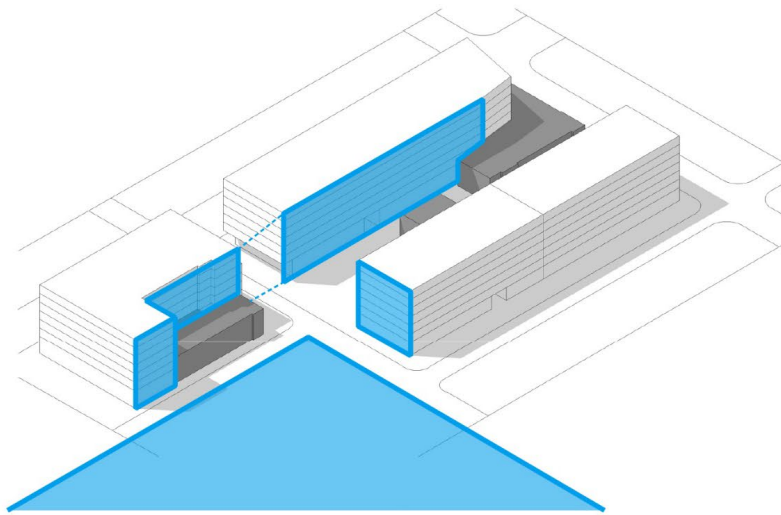
PLAZA IS THE HEART OF THE PROJECT



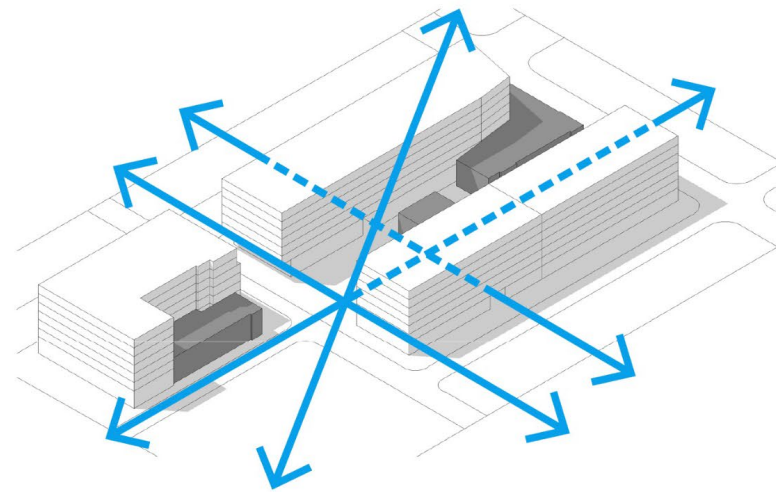
FACADES FACING PLAZA REINFORCE PLACEMAKING AND PROVIDE EYES ON THE PLAZA



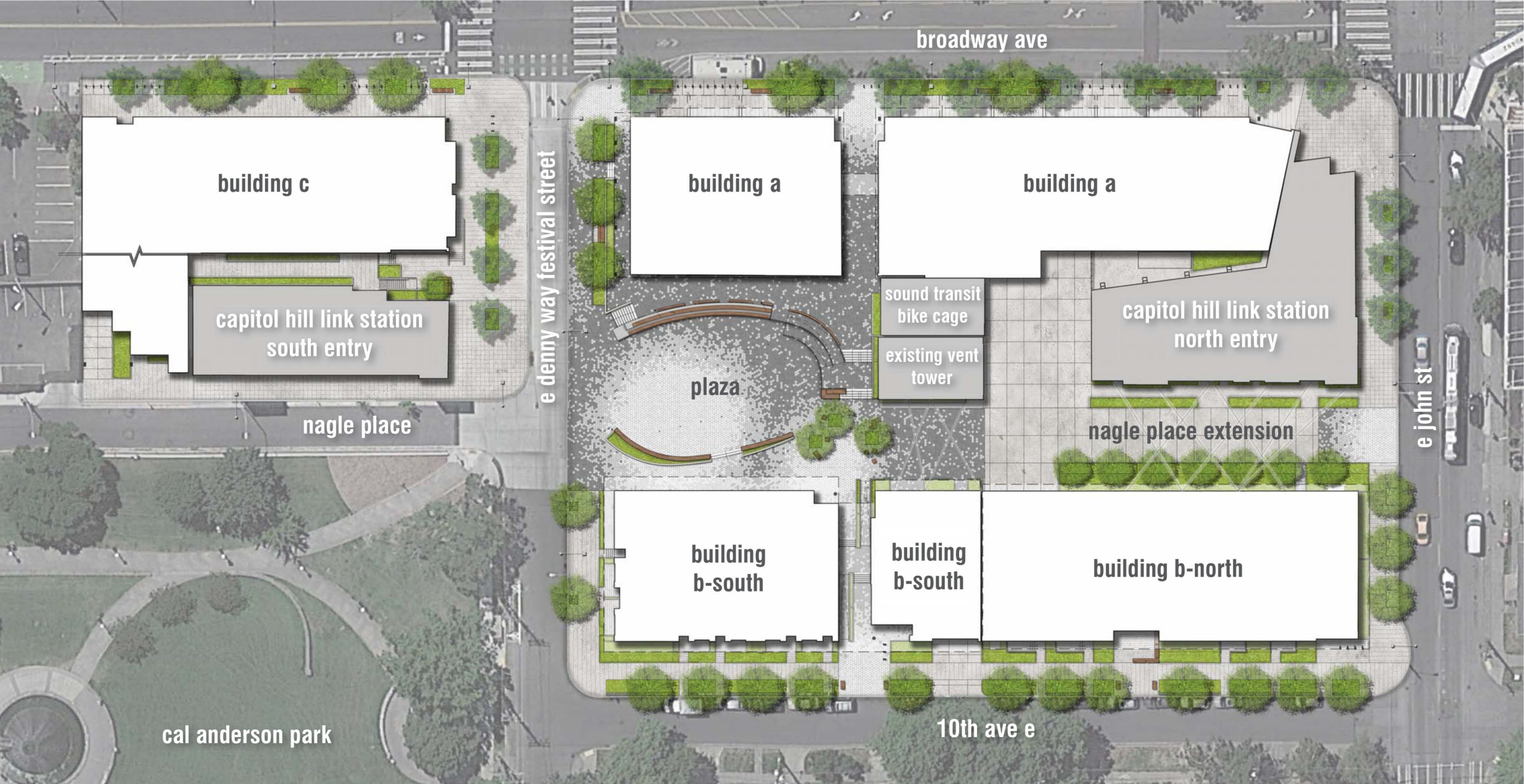
CRAFT THE FIRST 30 FEET



FACADES FACING PARK STRENGTHEN CONNECTION TO THE PARK



ENHANCE MOVEMENT ACROSS SITE



broadway ave

building c

capitol hill link station  
south entry

nagle place

e denny way festival street

building a

plaza

sound transit  
bike cage  
existing vent  
tower

building a

capitol hill link station  
north entry

nagle place extension

e john st

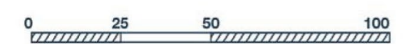
building  
b-south

building  
b-south

building b-north

cal anderson park

10th ave e



















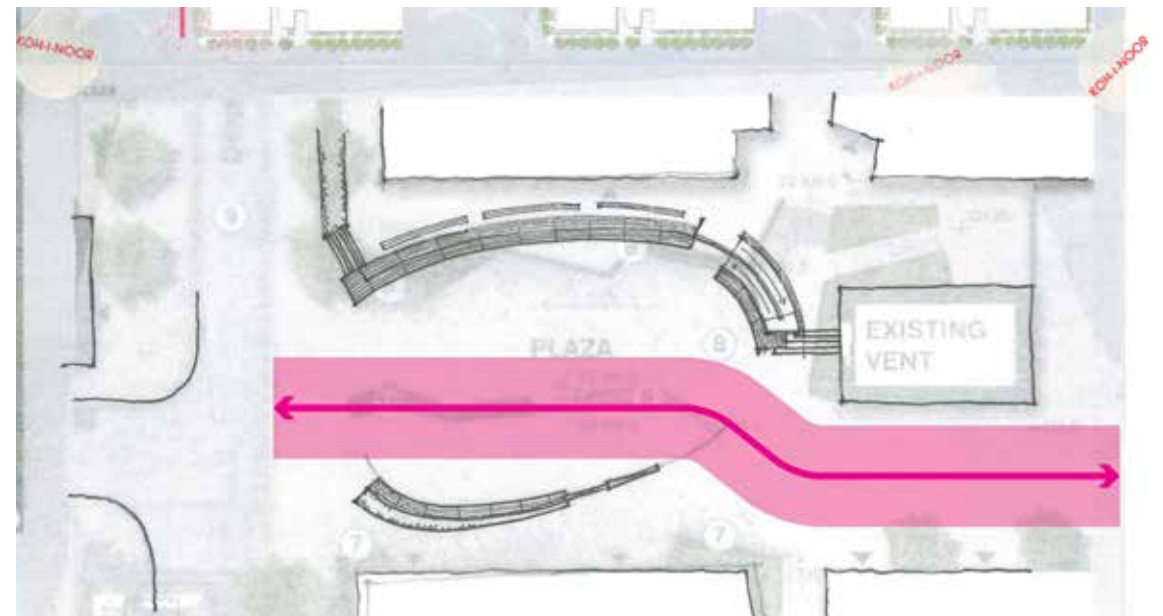
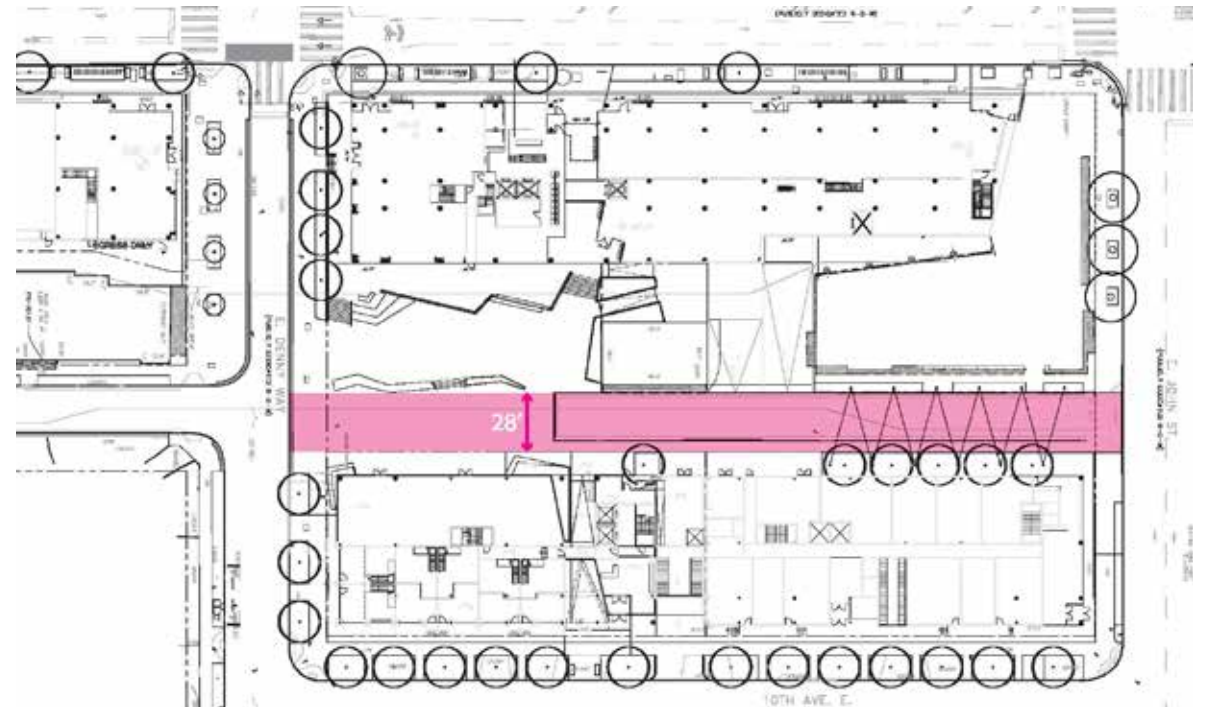
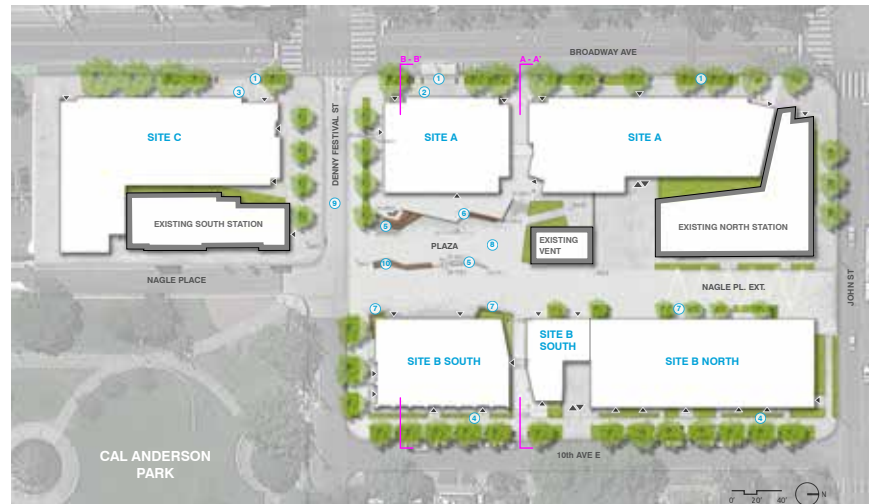
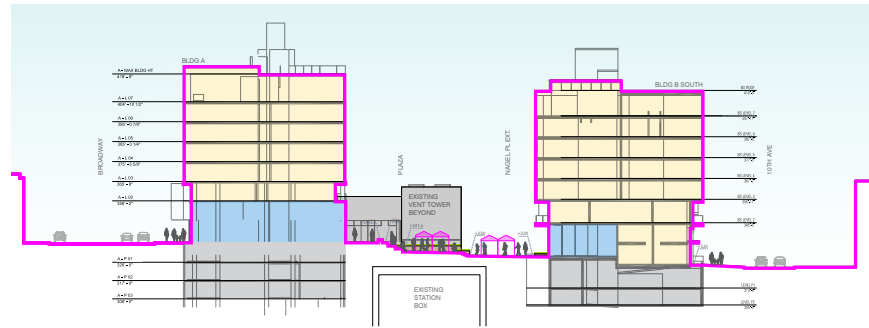
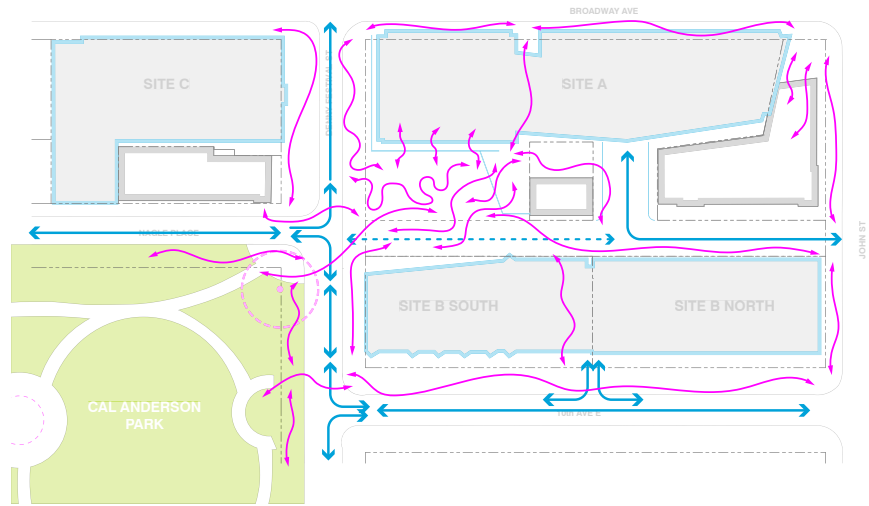


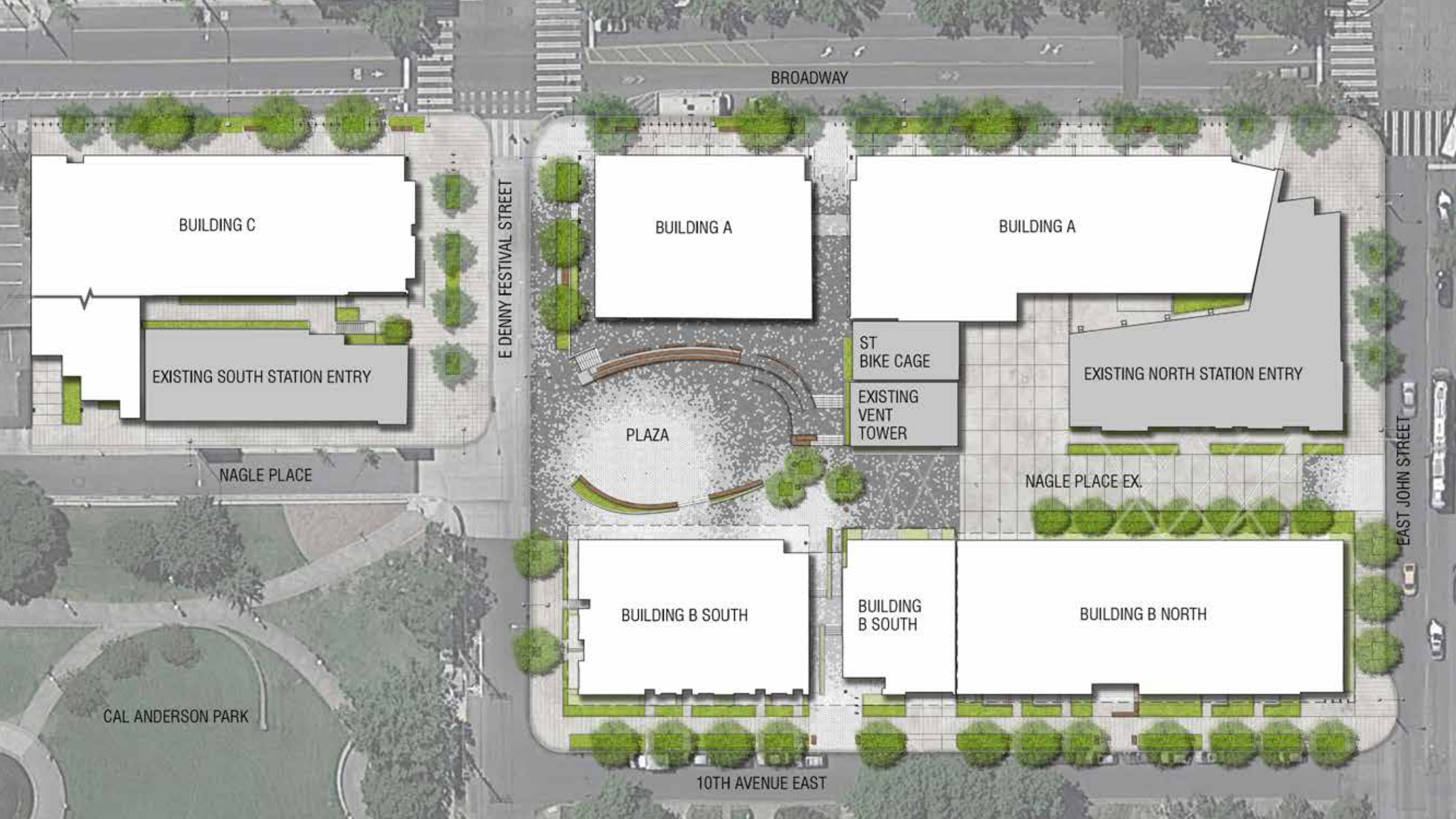


# Placemaking

Jonathan Morley







BROADWAY

BUILDING C

BUILDING A

BUILDING A

EXISTING SOUTH STATION ENTRY

ST  
BIKE CAGE

EXISTING NORTH STATION ENTRY

EXISTING  
VENT  
TOWER

PLAZA

NAGLE PLACE

NAGLE PLACE EX.

BUILDING B SOUTH

BUILDING  
B SOUTH

BUILDING B NORTH

E DENNY FESTIVAL STREET

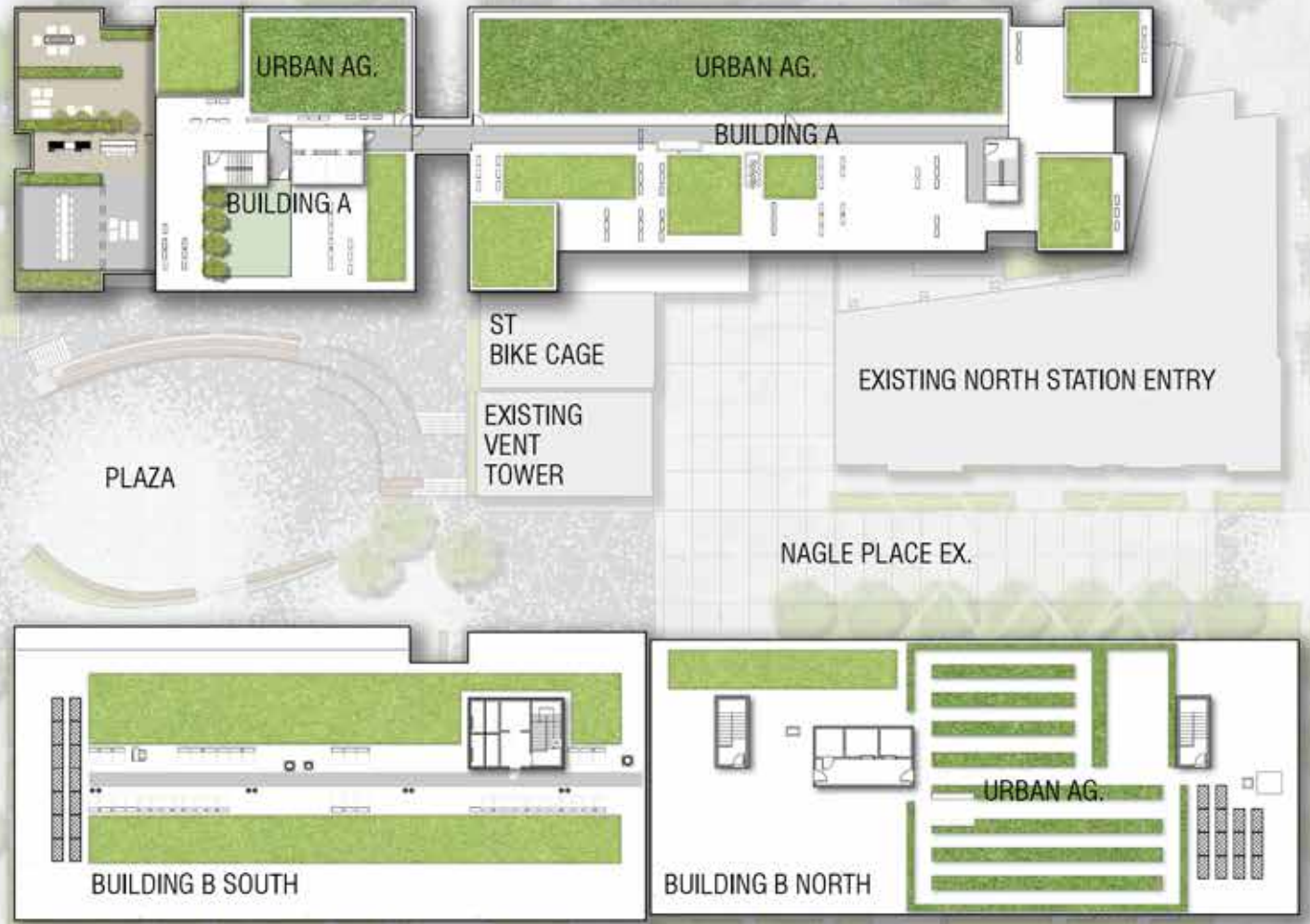
EAST JOHN STREET

CAL ANDERSON PARK

10TH AVENUE EAST



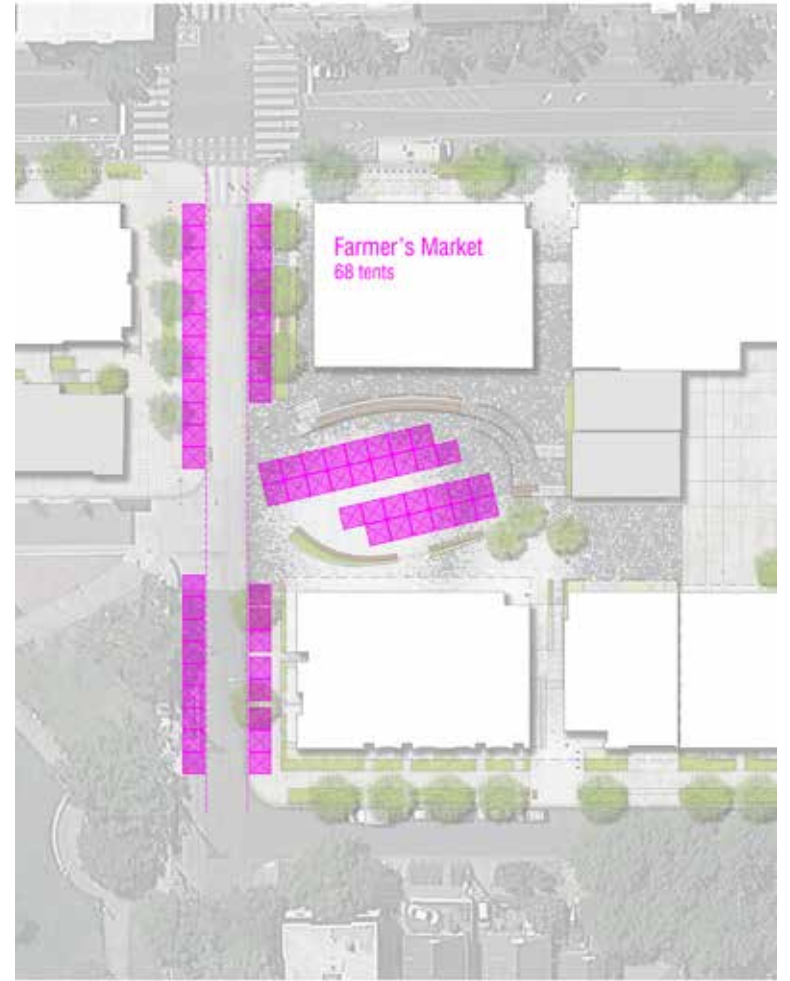
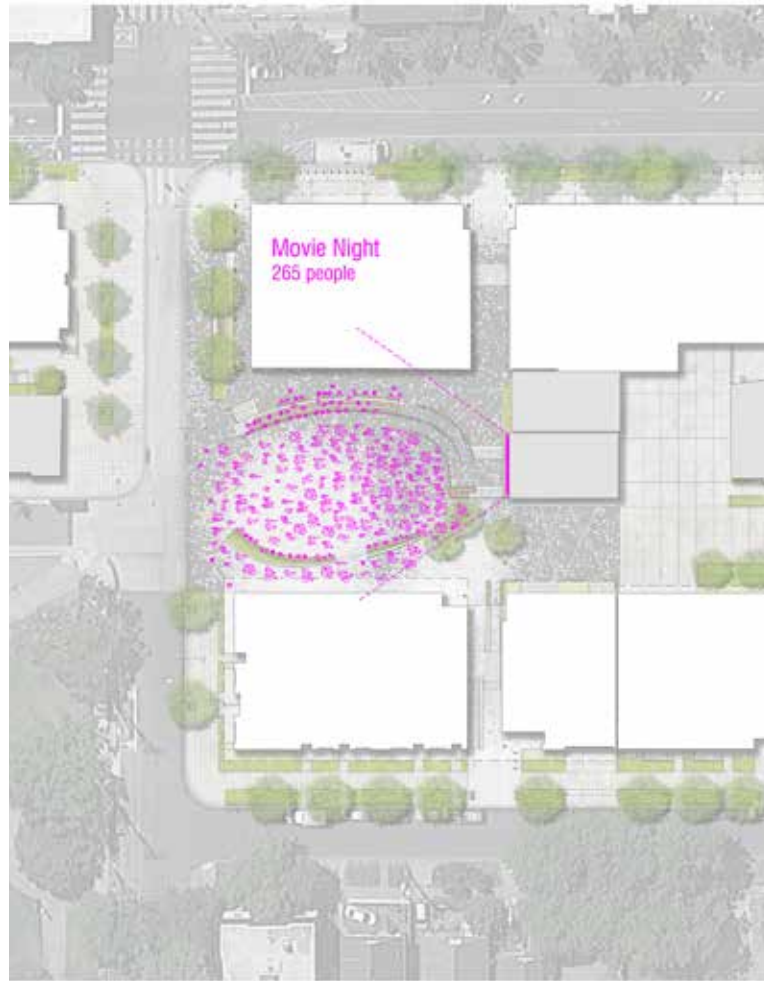
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EAST JOHN STREET

CAL ANDERSON PARK

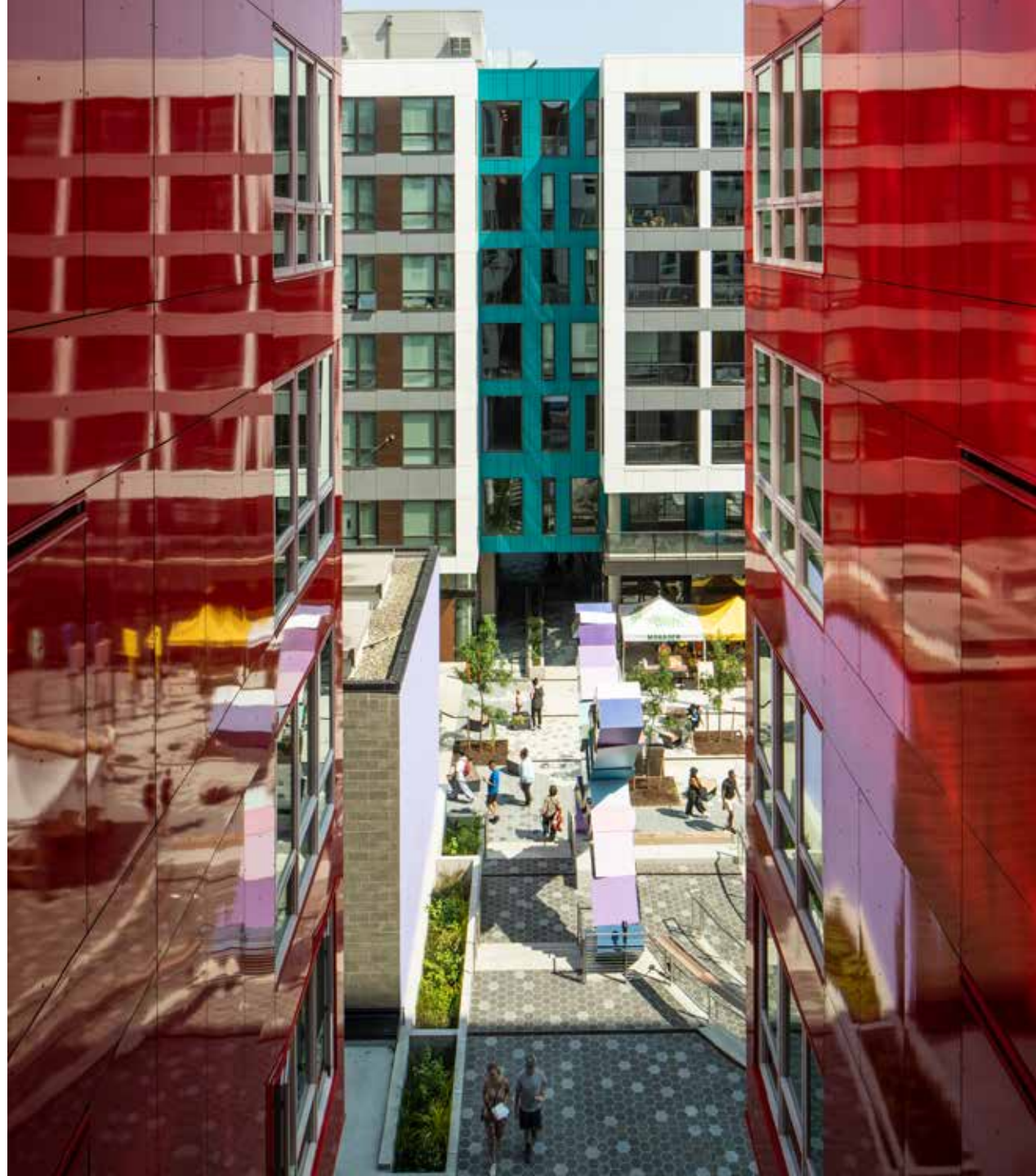
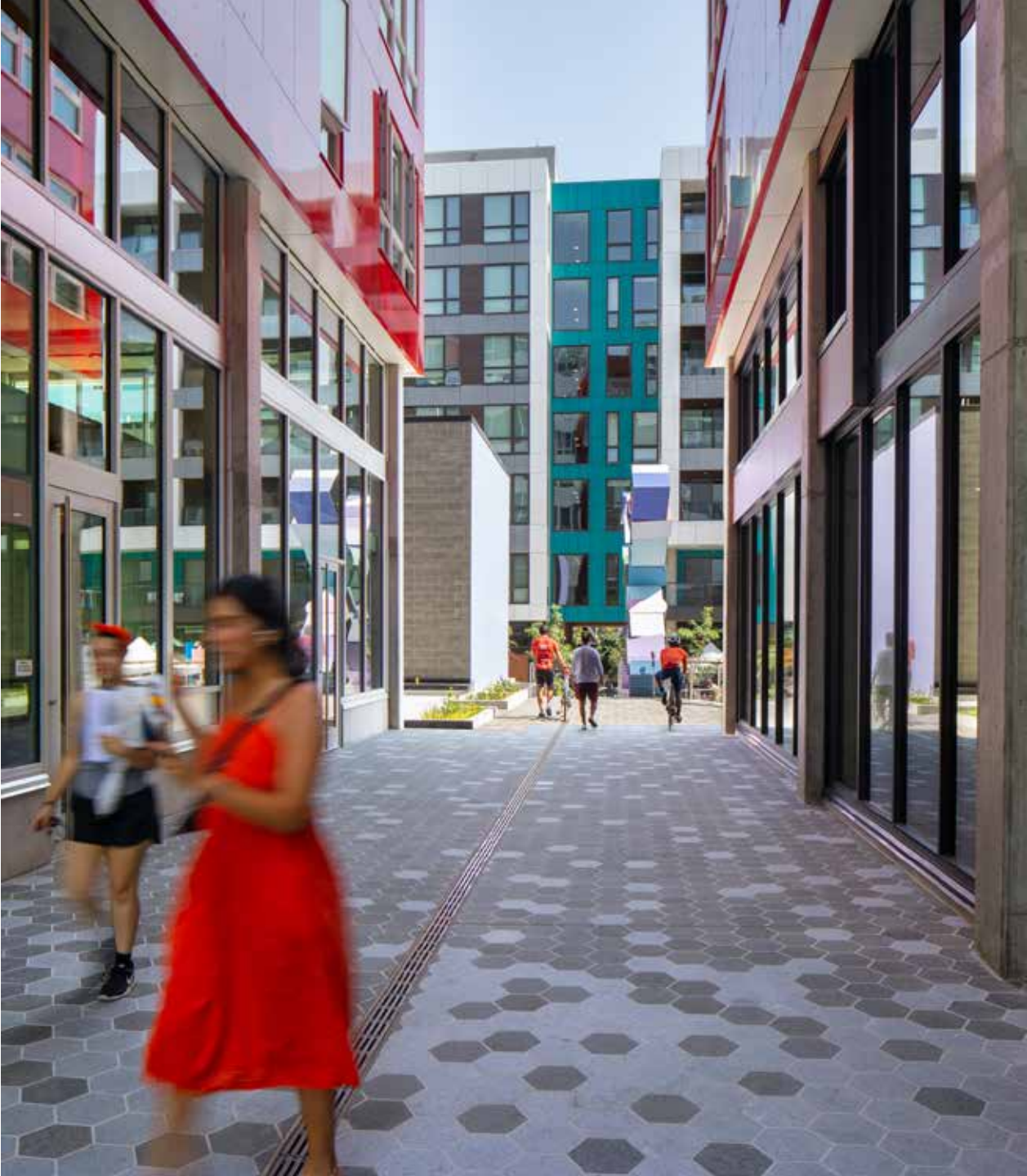
10TH AVENUE EAST





















YOU  
ARE NOT  
ALONE

HUMAN  
RIGHTS  
FOR ALL  
HUMANS

Pasta  
Seattle, WA 98115















# AIDS Memorial Pathway

The AMP public art installations were curated to honor of the resilience of the Capitol Hill LGBTQ community. The team worked closely with the AMP committee to envision this public space for reflection and gathering.





## Community Inspired

The campus was designed with a focus on versatile community spaces, neighborhood connection, affordability and the arts to reflect the diversity of the Capitol Hill community.

# Ecological Impact

All buildings achieved Salmon Safe certification and LEED for Homes Platinum. The entire Capitol Hill neighborhood benefits from the increased public amenities.



# Social Impact

Affordable housing is seamlessly integrated with market-rate homes through design and quality, resulting in a dignified place to call home for residents of all income levels.



# Community Centered Community Driven Community Inspired



Project Name  
Capitol Hill Equitable Transit-Oriented  
Development

Building Scale  
186 residential units / 179,726 sf built area

Location  
Capitol Hill, Seattle

# Capitol Hill Equitable Transit-Oriented Development (eTOD)

Q & A

Cathy Hillenbrand  
Grace Kim, FAIA  
Jonathan Morley, ASLA

