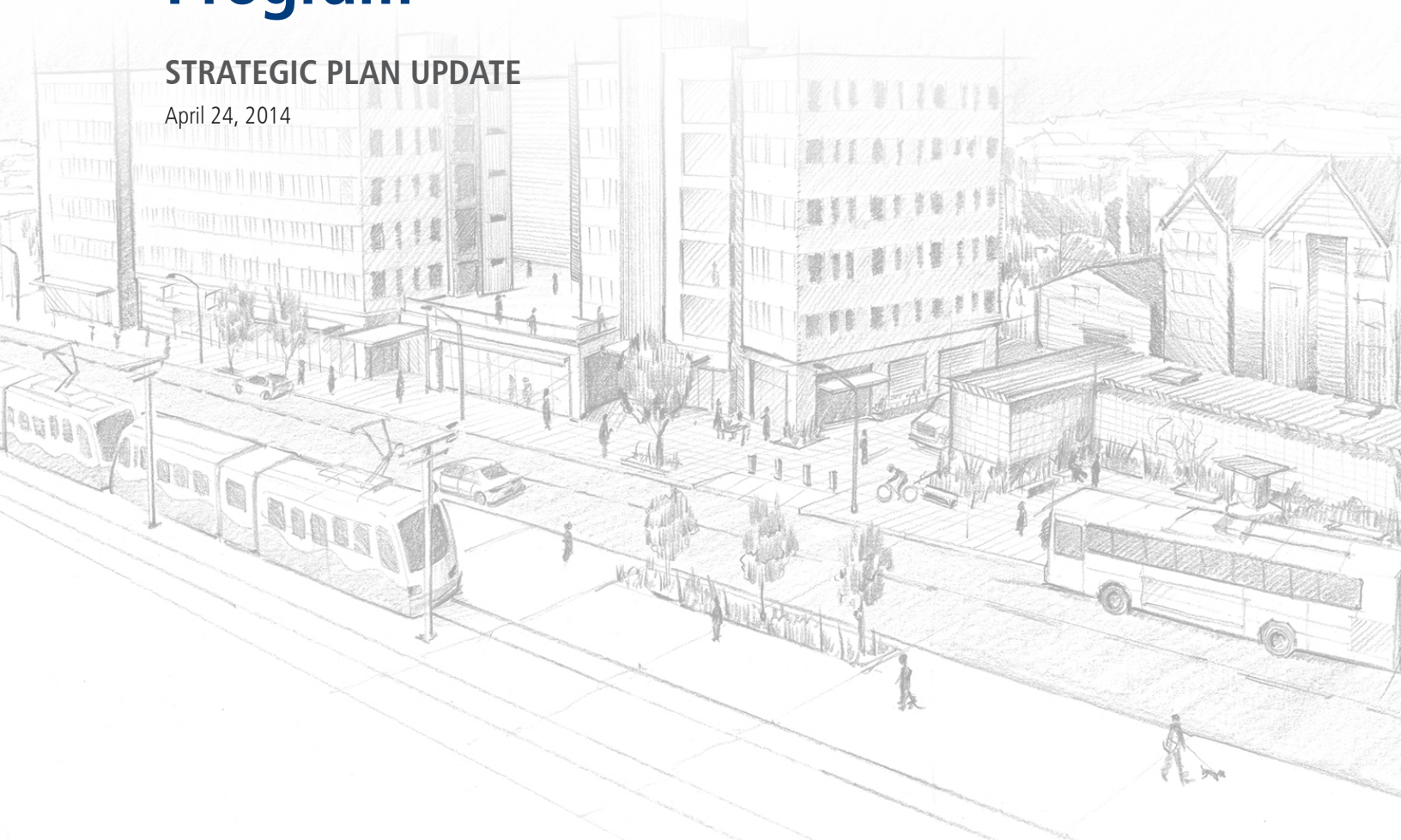




# Transit-Oriented Development (TOD) Program

STRATEGIC PLAN UPDATE

April 24, 2014



# Table of Contents

|  |    |
|--|----|
| <b>Introduction</b>  | 3  |
| Transit-Oriented Development: What and Why                           | 3  |
| A TOD Policy Vision  | 4  |
| TOD Policy Goals   | 4  |
| TOD Policy Strategies  | 4  |
| TOD Program Strategic Plan Overview and Purpose                      | 5  |
| <b>Sound Transit TOD Program</b>                                     | 6  |
| TOD Program Strategic Priorities                                     | 6  |
| Strategic Priority 1: Corridor Alignment and Transit System Planning | 7  |
| Strategic Priority 2: TOD Planning for Stations and Station Areas    | 10 |
| Strategic Priority 3: Surplus Property Disposition                   | 16 |
| Related Sound Transit Policies                                       | 19 |
| TOD Regulatory Framework   | 20 |
| <b>Sound Transit TOD Portfolio</b>                                   | 22 |
| <b>Glossary of Terms</b>   | 30 |
| <b>Sound Transit Policies</b>  | 32 |



# Introduction

## Transit-Oriented Development: What and Why

Sound Transit's regional system provides the building blocks for a sustainable future. In 10 years, Sound Transit will operate 50 miles of light rail along with an extensive network of bus and commuter rail services. Expanding transit improves air quality and eases congestion to help make the Puget Sound region a better place to live and work.

With over one million more residents anticipated in the region by 2030, Sound Transit's Transit-Oriented Development (TOD) program brings more of the region's residents within easy walking distance of its services and increases ridership. It reduces car travel, improves quality of life, and helps the region realize its vision for land use, transportation and economic development.

**Sound Transit's policy defines TOD as a "land development pattern that integrates transit and land use by promoting transit ridership while supporting community land use and development visions. TOD typically consists of public and private development projects that create dense, pedestrian-oriented environments with a mix of land uses and activities at and around transit facilities. The design, configuration, and mix of buildings and activities around the transit facility, as well as the location and design of the transit facility, should encourage people to use transit and foster a healthy, livable environment."**<sup>1</sup>

Reconnecting America – a national non-profit organization focused on integrating transportation and land use policies – credits Transit-oriented development with creating "location efficiency" and "a sense of community and of place."<sup>2</sup>

## A TOD Policy Vision

Federal, state, regional and local governments set forth a consistent vision for land use and transit integration in the Central Puget Sound. This vision provided the impetus for the creation of Sound Transit, and was reflected in its enabling legislation. A critical element of this vision is:

*Compact, walkable, urban centers linked by fast and frequent high capacity transit service, which promote economic and environmental vitality, increase personal mobility and improve public health.*<sup>3</sup>

Sound Transit's Transit-Oriented Development Policy was adopted in December 2012 through Resolution R2012-24 and provides the foundation for the TOD Program Strategic Plan. The Policy is included in Appendix A.



<sup>1</sup> Sound Transit Transit-Oriented Development Policy, R2012-24, Attachment A.

<sup>2</sup> Reconnecting America: What is TOD? From [reconnectingamerica.org](http://reconnectingamerica.org).

<sup>3</sup> Washington State's Growth Management Act establishes a mandate for land use and transit integration and serves as the basis of support for transit-oriented development (RCW 36.70A).

Regionally, this vision for land use-transit integration is embodied in Puget Sound Regional Council's VISION 2040 (2008) and is supported by Sound Transit in Appendix D of Sound Move (1995), its Long-range Plan (2005) and Appendix D of Sound Transit 2 (2008).

## TOD Policy Goals

**Sound Transit's TOD policy is, first and foremost, intended to increase the value and effectiveness of transit by increasing ridership.** TOD also may generate revenue for the system and provide cost-sharing opportunities. TOD policy goals support the region's vision of compact, walkable urban centers connected by high capacity transit. They foster relationships with others to facilitate TOD; emphasize non-motorized access to trains and buses; and support market-rate and affordable housing near transit.

## TOD Policy Strategies

Sound Transit's TOD Policy outlines four strategy areas that help guide the TOD Program. This TOD Strategic Plan defines how they will be implemented: <sup>4</sup>

1. **TOD strategies – Agency TOD and Community TOD:** Sound Transit will work cooperatively on two types of TOD strategies – Agency TOD and Community TOD (see Section IV: Glossary of Terms). The distinction between Agency TOD and Community TOD strategies is intended to clarify the roles that Sound Transit may play in evaluating and facilitating TOD, recognizing the appropriate roles of the transit agency, local and regional governments, and private and public development.
2. **TOD in early planning:** Sound Transit will assess TOD early in system planning, throughout all phases of its transit projects and during transit system operations.
3. **TOD resources:** Sound Transit will allocate sufficient resources and develop a strategic plan, procedures and guidelines to implement a TOD program consistent with Board-adopted policies and in the context of its financial plan.
4. **TOD reporting:** Sound Transit staff will report regularly to the Sound Transit Board on TOD activities and progress toward TOD goals, and to seek direction on implementation priorities.

---

*Mount Baker Lofts, Artspace USA's third Seattle project, will be completed Summer 2014. The \$18 million project will be a mixed-use arts facility containing 57 rental units of affordable live/work space for artists and their families. Formerly occupied by a Firestone retail auto service center, the business was relocated in 2009 by Sound Transit to a new site as the result of adjacent station construction, keeping 15 jobs and the annual sales tax of \$240,000 a year in the neighborhood.*

### Before



4 Sound Transit Resolution R2012-24, Attachment A, Section 3.

## TOD Program Strategic Plan Overview and Purpose

The Sound Transit TOD Program Strategic Plan, completed in 2010, introduced the adopted policy framework for the TOD work program within the larger context of the Sound Transit's mission: implementation of regional high capacity transit as detailed in Sound Move (1996), and ST2 (2008). **One of the most significant changes in this Plan update is the additional attention paid to role of TOD in long-range and project planning.** Additionally it responds to the fact that federal funding decisions (see TOD Regulatory Framework, below) now require consideration of land use as a major factor in transit planning decisions.

### Intended Audience

The Plan is intended for use by the following audiences:

- **The Board of Directors**, as a reference tool to support system planning, project planning and property disposition decisions.
- **Sound Transit staff** to support the analysis, creation and implementation of TOD projects.
- **Local jurisdictions and partner agencies**, to provide insight into Sound Transit's work to serve and support urban centers, and also to articulate the potential for partnership opportunities to leverage Sound Transit's transit investment in support of successful place making.

### How the Plan is Organized

The TOD Program Strategic Plan is organized for readers to easily find the information they need to assist with decision-making and TOD program implementation. Three connected terms are used in this document to describe Sound Transit's TOD work: Plan, Policy, and Program.

- Plan refers to this Strategic Plan, which provides the framework for how the TOD goals and strategies will be implemented.
- Program refers to the staff and consultant activities within the agency focused on TOD.
- Policy refers to the TOD Policy adopted by the Board of Directors in December 2012 (R2012-24). "Disposition Policy" refers to the Real Property Excess, Surplus, and Disposition Policy adopted by the Board of Directors in December 2013.

After



# Sound Transit TOD Program

This chapter describes Sound Transit's TOD Program, strategies and activities. It also shows how the TOD Policy and other Sound Transit policies will work together to achieve Program goals.

## TOD Program Strategic Priorities

TOD program activities fall into three distinct but overlapping strategic priorities:

1. Corridor planning
2. TOD Planning for station areas
3. Surplus property disposition for TOD

These strategic priorities are described in the follow sections, followed by discussions of the roles and responsibilities first of Sound Transit and its various departments and secondly of partner agencies.

Sound Transit's approach to implementing TOD activities also includes collaborating with a variety of not-for-profit and private partners to concentrate resources where they can be most effective in implementing the Program's strategic vision and goals, and effectively integrating land use, public transit and livable communities. Those opportunities with the most promise receive priority attention.

The following sections describe the processes through which each strategic priority contributes to advancing Sound Transit's TOD vision and goals.

## Sound Transit Roles and Responsibilities

To accomplish this work, active engagement and coordination from a combination of Sound Transit divisions, departments and programs are necessary to match the TOD program activities with the three strategic priorities. The agency staff with key roles are:



## Partner agency Roles and Responsibilities

**Collaboration and timing:** Success for specific TOD projects requires intra-agency collaboration and support—in coordination with federal, state and regional initiatives—to achieve Sound Transit Board policies for TOD, federal Joint Development, and development partnerships. Although not all station areas are near-term candidates for the compact, mixed use, pedestrian-oriented form associated with TOD, appropriate timing of public planning and policy changes is crucial to creating a supportive development climate that promotes density.

PSRC published a Transit-Oriented Development Workbook, Creating Transit Station Communities in the Central Puget Sound Region, in 1999 and followed up with the Transit Supportive Planning Toolkit in 2013 (in collaboration with Growing Transit Communities Partnership). These tools provide an excellent framework for all parties engaged in implementing successful TOD: public transit agencies, government agencies, property owners, developers and citizens.



## Strategic Priority 1: Corridor Alignment and Transit System Planning

The most significant new direction from the 2012 TOD Policy<sup>5</sup> is that Sound Transit will assess TOD early in system planning, including development and updates to the Regional Long-Range Plan, System Plans and Corridor Studies. This is consistent with the GMA and the region's long range planning processes, and also with recent guidance from the FTA, which promotes early planning for TOD during system planning and recognizes it in its project ratings for projects competing for federal funding. This strategic priority is typically a long-term process, often ten or more years before a transit project is completed.

At this early planning stage various modes and corridors will be under consideration and a high-level assessment of TOD opportunities will be conducted. Looking at TOD in the context of alignment options, station locations and local market conditions allows for a more informed decision-making process in support of TOD implementation.

### Sound Transit Roles and Responsibilities

The TOD Program will work with other agency departments, listed below. The level of involvement with these departments will vary depending on the specific implementation activity.

#### Office of Capital Project Development

Focus long-range planning on the HCT system expansion, ensuring that the corridors, when possible, implement regional planning goals.

#### Office of Planning and Development

Initiate or participate in regional activities and studies that inform land use and transit connectivity.

Lynnwood Link Extension: Station Area  
Transit-oriented Development (TOD) Potential



Note: Station sites under refinement and assessments are based on preliminary concepts. Construction staging areas are not yet identified and are not included in this assessment.

| Station Area   | Overall TOD Potential | Existing Conditions Supporting TOD  | Transit-supportive Plans & Policies | Station Access | Potential Development Opportunities |
|--|-----------------------|---|-------------------------------------|----------------|-------------------------------------|
| 200th Street SW Station (Lynnwood)                           |                       |   |                                     |                |                                     |
| Lynnwood Transit Center Station (Lynnwood)                   |                       |   |                                     |                |                                     |
| Lynnwood Park-and-Ride Station (Lynnwood)                    |                       |   |                                     |                |                                     |
| 220th Street SW Station (Mountlake Terrace)                  |                       |   |                                     |                |                                     |
| Mountlake Terrace Freeway Station (Mountlake Terrace)        |                       |   |                                     |                |                                     |
| Mountlake Terrace Transit Center Station (Mountlake Terrace) |                       |   |                                     |                |                                     |
| NE 185th Street Station (Shoreline)                          |                       |   |                                     |                |                                     |
| NE 155th Street Station (Shoreline)                          |                       |   |                                     |                |                                     |
| NE 145th Street Station (Shoreline)                          |                       |   |                                     |                |                                     |
| NE 130th Street Station (Seattle)                            |                       |   |                                     |                |                                     |
| Northgate Station (Seattle)                                  |                       | Northgate Station not included in assessment - station constructed as part of Northgate Link project prior to Lynnwood Link Extension; overall assessment based on current development plans for the area. Northgate is a PSRC-designated Regional Growth Center and City of Seattle-designated Urban Center. |                                     |                |                                     |

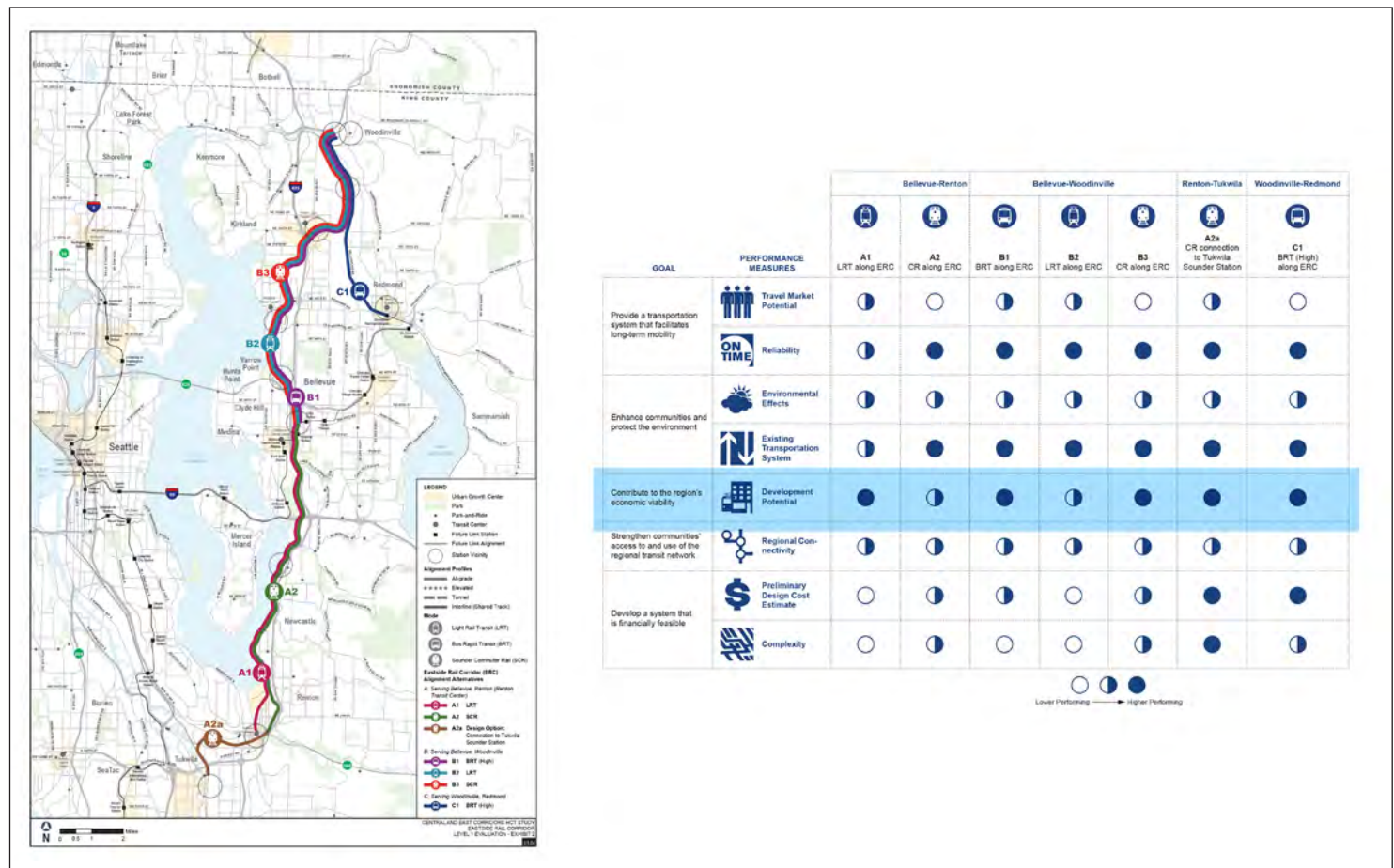
5 Sound Transit Resolution R2012-24, 3.B. December 2012.

## Corridor Alignment and Transit System Planning Implementation Activities

### High Level Planning

- ▶ **Consistency:** Confirm consistency with state, regional and local urban growth strategies.
  - Document comprehensive plan land uses within a project area. These may change over time and will be re-evaluated during project development.
- ▶ **PSRC:** Continue participation with PSRC and the Growing Transit Communities efforts.

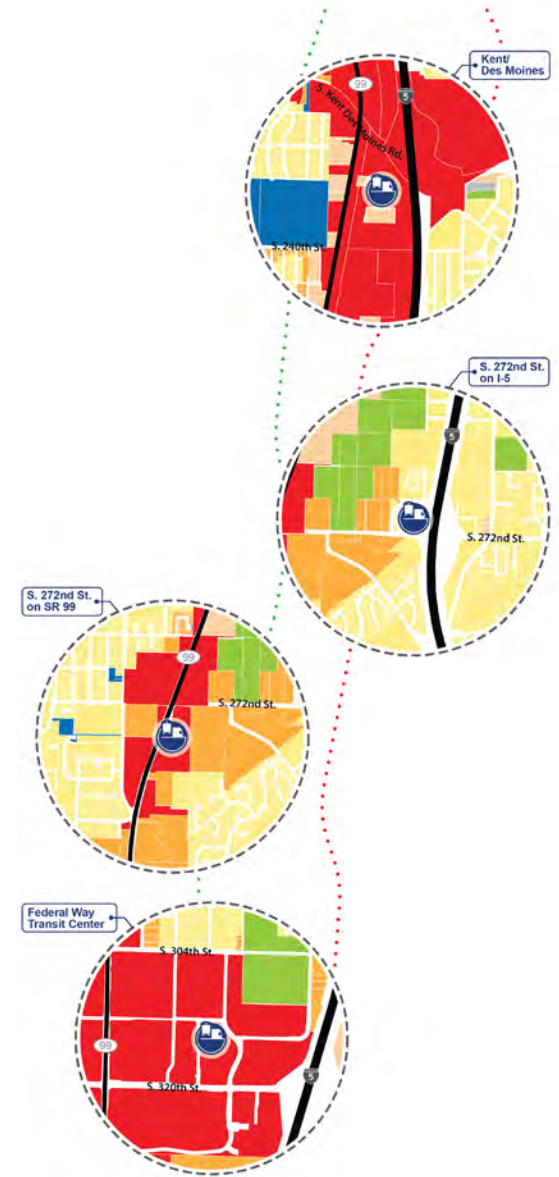
### Early corridor planning development potential assessment





## Evaluating Corridor Alignments and HCT Plans

- ▶ **Focus on centers:** Sound Transit's regional system planning calls for connecting the region's designated growth centers.
  - **Evaluation criteria:** Consider regional connectivity to and between centers; potential to create or support transit communities; potential to support economic development; and service to transit-dependent markets.
- ▶ **TOD potential:** Identify TOD potential based on information available at the time of the study and input from local jurisdictions. Methods include:
  - **Land uses:** Quantify land most likely to redevelop and/or support transit (commercial, multi-family, or mixed use zones). Quantify land least likely to redevelop (parks and recreation, right-of-way, or institutional).
  - **Demographics:** Existing and future population and employment within the project area, potential corridors and potential station areas.
  - **High need populations:** Existing poverty, minority, and zero-car ownership populations in potential corridors and station areas.
  - **Connections:** Quality and quantity of connections to transit facilities.
  - **Peds and bikes:** Existing non-motorized connections to transit, and pedestrian and bicycle facilities, plans and policies.
  - **Activity centers:** Assess activity centers based on regional and local adopted plans, policies, and key employment, recreational, and housing centers.



Federal Way Link Extension TOD Assessment  
Station area zoning

## Partner Agency Roles and Responsibilities

### Corridor Alignment and Transit System Planning Partner Agency Activities

#### TOD Readiness

- ▶ **Infrastructure:** Assess infrastructure needs near proposed transit corridors and station areas and begin the process of implementing improvements to support TOD.
- ▶ **Comprehensive plans:** Update Comprehensive Plans to reflect transit corridor plans.
- ▶ **Regulations:** Implement regulatory changes to accommodate future transit corridor(s).
- ▶ **Information sharing:** Provide technical information to support planning analysis.



Community TOD at International District Station

## Strategic Priority 2: TOD Planning for Stations and Station Areas

Assessing TOD in project-level work and system planning is led by Sound Transit; partners are encouraged to participate in the process and align their station area planning accordingly. Activities that fall within this priority are mid-term, five to 10 years before project completion.

Sound Transit's interest is to increase transit ridership through:

- **Agency TOD:** the types of development that will be allowed on Sound Transit-owned or leased land (including the facility site itself). This affects what kinds of transit-oriented development Sound Transit will be able to undertake, should it choose to do so.
- **Community TOD:** the types of development that will be allowed in the quarter- to half-mile area around the Sound Transit facility or land not owned or leased by Sound Transit that will influence the extent to which significant transit-oriented projects will happen.

### Sound Transit Roles and Responsibilities

The TOD Program will work with other agency departments, listed below. The level of involvement with these departments will vary depending on the specific implementation activity.

#### Office of Capital Project Development

Select alignments and station locations that implement regional planning goals. In collaboration with local jurisdictions, influence station area plans, regulations and project reviews.

#### Office of Planning and Development

Evaluate future transit impact on potential station areas, station area real estate market potential for TOD, and joint development and partnership opportunities.

#### Design, Engineering, Construction Management

Preserve options for future TOD projects during facility design and environmental work consistent with local jurisdictions' station area plans and market analyses.

## Planning for Stations and Station Areas Implementation Activities

### Plans and Policies

- ▶ **Document TOD plans and policies** from regional and local jurisdictions.
- ▶ **Advocate for TOD** at the local level to create the greatest opportunity for ridership and livable transit communities.

### Stakeholder Support

- ▶ **Education and involvement:** Reach out to governments, interested parties and communities adjacent to Sound Transit stations and facilities.
  - **Share TOD expertise and experience** with jurisdictions, partner agencies and other special interest groups. Participate in:
    - Co-sponsorships with interest-based groups promoting compact, sustainable communities.
    - Legislative initiatives for TOD supportive changes to statutes and regulations.
    - Proposals for creating local funding strategies and incentives.
    - TOD best practices events including the annual RailVolution conference.

### Station Design Support

- ▶ **Assess TOD** potential within proposed station areas to inform the design process; coordinate with environmental process. Consider:
  - **TOD supportive existing conditions:** population and employment densities, urban design features, mix of land uses.
  - **Non-motorized station access:** walk shed/bike shed, street network and pattern, transit connections.
  - **Transit-supportive plans and policies:** parking policies, development and design treatment requirements, development programs and incentives.
  - **Potential development opportunities:** projected residential and employment densities, improvement-to-total assessed value ratios, existing-transit supportive uses, availability of larger development parcels, demand for market segments based on preliminary market assessment (detailed below: "Real Estate and Market Assessment").
- ▶ **Refine analysis at each project stage:** Move from existing and general to detailed and specific as the project moves from alternatives analysis, to the DEIS, to the FEIS.
- ▶ **Construction staging area potential:** Identify construction staging areas and support facilities that could provide Agency and/or Community TOD opportunities.

Depiction of TOD adjacent to Mt. Baker Transit Center

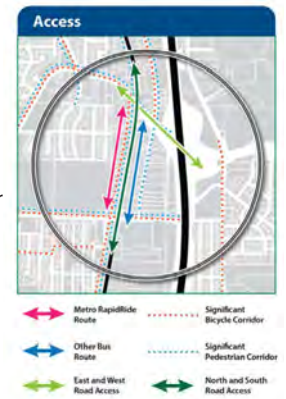




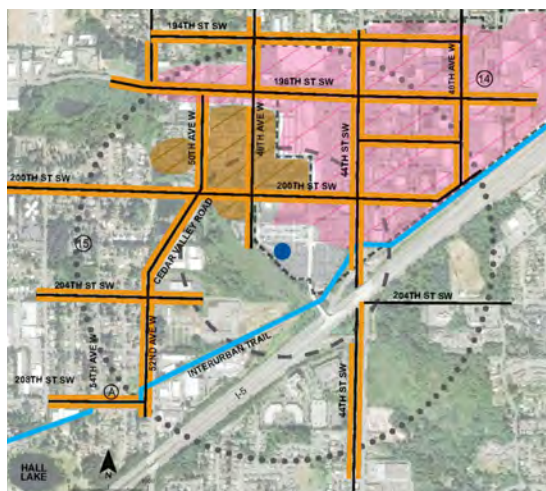


## Station Access

- ▶ **Multi-modal access:** Evaluate access and advocate for multi-modal access to station locations to support successful TOD and generate ridership.
- ▶ **Improve non-motorized access:** Work collaboratively with partners on access improvements that would increase ridership.
  - Resolution R2013-03 states: "Access infrastructure investments may be made by Sound Transit or others. Sound Transit may take a lead or a support role in identifying and implementing access infrastructure investments."
- ▶ **Map existing walksheds and bikesheds** within 15 to 20 minutes of proposed stations.
- ▶ **Assess conditions** of existing and planned facilities for walk (0.5 mile) and bike (1.0 mile) access to stations, including physical conditions.
- ▶ **Partner jurisdiction agreements:** Develop agreements to improve station access.
- ▶ **Access recommendations and cost estimates:** Address non-motorized access improvements not considered mitigation under the EIS process.
- ▶ **Quantify effects on the transit system.** Consider ridership; total costs; lifecycle costs including partnership costs for joint projects with third party; Sound Transit and local jurisdiction plans and planning documents; public input.

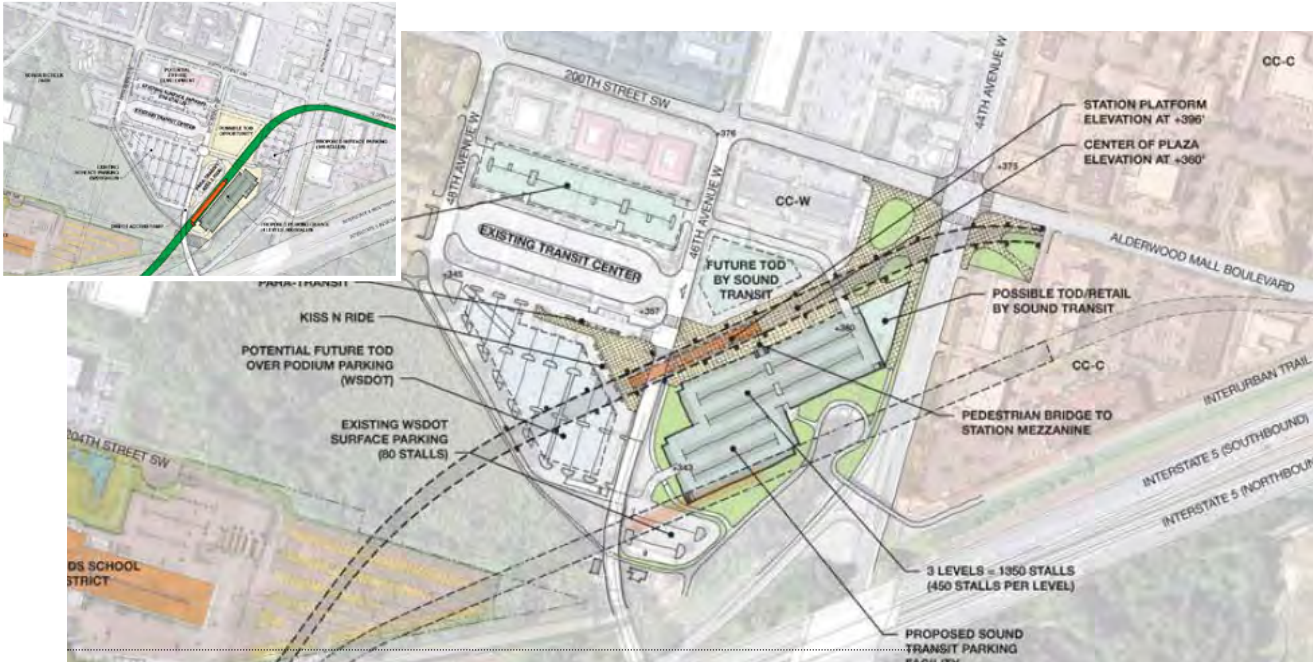


Lynnwood TOD assessment pedestrian conditions



## LEGEND

- STATION OPTIONS
- Ⓐ Interurban Trail is on-street from 52nd Avenue W to 54th Avenue W
- Inventory includes arterials within approximately 1/2 mile of station. Arterials shown outside 1/2 mile radius are for reference.
- SIDEWALKS
- PEDESTRIAN PATHS
- MULTI-USE TRAIL
- ARTERIALS/COLLECTORS
- 1/4 MILE RADIUS
- 1/2 MILE RADIUS
- COMMERCIAL AREA
- MULTIFAMILY HOUSING
- LYNNWOOD CITY CENTER



When evaluating station locations there are many considerations, including the potential surplus property available for TOD as evidenced in the drawings of potential station locations and alignments for the Lynnwood link station at the Lynnwood Transit Center.

## Station Area Planning

- ▶ **Support TOD in station area planning:** Station area planning is led by jurisdictions but Sound Transit can encourage TOD best practices, transit overlay zones, Planned Action SEPA, and scheduled local capital improvements that reinforce regional land use and density goals. Provide technical assistance with:
  - **Education** to local jurisdictions regarding TOD and redevelopment best practices.
  - **Station area visioning** and necessary modifications to zoning designations.
  - **Creation of plans, policies and incentives** that promote compact, mixed-use development and a mix of affordable and market-rate housing.

## Real Estate and Market Assessment

- ▶ **Real estate market assessments:** Conduct assessments appropriate to each project phase in consultation with affected jurisdictions and agencies:
  - **Station area analysis:** Initial high-level evaluation of real estate properties, market conditions, development trends, regulatory climates within jurisdictions and their readiness to capitalize on a major transit investment. As station sites are narrowed, conduct more detailed real estate market analyses.
  - **Realistic expectations:** Ensure jurisdictions' expectations of TOD benefits are realistic in terms of timing and market conditions.
- ▶ **Internal technical assistance** for OPD and DECM for facility sites that may have TOD potential based on initial analysis.
  - **Support Office of Capital Projects** with real estate evaluations including feasibility studies, valuation assessments, and cost-benefit and sensitivity analyses (frequently in response to requests for "betterments" by local jurisdictions). Assess possible impacts to project scope, schedule and budget, while incorporating the vision and goals of this Plan.
- ▶ **Uses of surplus real property:** Prior to project construction, evaluate Sound Transit properties no longer needed to determine market-feasible uses; determine the best future use and fair market value of surplus real property.



## Sustainability

- ▶ **Sustainability Initiative and Strategic Plan:** Incorporate Plan criteria into alignment and early planning processes. Develop project-specific sustainability design and construction plans. Identify sustainability measures early in the Project and prior to Final Design.
- ▶ **Design Criteria Manual:** Incorporate sustainability measures from the Manual into relevant specifications, including landscaping and low impact development specifications.
- ▶ **Energy self-sufficiency:** Seek opportunities to make stations and station areas self-sufficient by analyzing energy efficiency methods and incorporating LEED and LEED ND considerations: improved pedestrian and bicycle access; reduced parking ratios; shared car locations; charging stations. Investigate applicability of ENVISION and the Sustainability Sites Initiative (SITES).

## Coordination with Partners

- ▶ **Station area planning:** Assess the ability of local jurisdictions to create TOD supportive plans, programs and development regulations.
  - The TOD Program will provide technical assistance to OCPD to encourage and support station area plan development and implementation.
  - Provide technical assistance to partner jurisdictions to influence station area plans and TOD overlay zoning supportive of TOD Program goals. The level of Sound Transit's involvement will reflect the local community's participation, its needs and interests, as well as the agency's own priorities and resource availability.
- ▶ **Joint Development:** Consider future Joint Development opportunities during conceptual station planning and design, integrating TOD or Joint Development into the capital project budget, scope and schedule.
  - For federally-assisted properties, FTA policy encourages a forward-looking approach to determine if Joint Development can occur through the selection of right-of-way, station design and by creating partnerships with existing property owners. FTA-approved Joint Development may also occur following completion of the Project if new federal funding is used to create revenue for the transit agency, to stimulate private investment and to facilitate local economic development that contributes to transit ridership.

## Partner Agency Roles and Responsibilities

### Planning for Stations and Station Areas Partner Agency Activities

#### Right-of-Way Protection and Other Agreements

- ▶ **Right-of-way protection:** Enter into appropriate agreements with Sound Transit. The State Regional Transportation Planning statute (RCW 81.104.080) directs:

“(5) Cities and counties along corridors designated in a high capacity transportation system plan shall enter into agreements with their designated regional transportation planning organizations, for the purpose of participating in a right of way preservation review process which includes activities to promote the preservation of the high capacity transportation rights of way. The regional transportation planning organization shall serve as the coordinator of the review process.

“(a) Cities and counties shall forward all development proposals for projects within and adjoining to the rights of way proposed for preservation to the designated regional transportation planning organizations, which shall distribute the proposals for review by parties to the right of way preservation review process.”

## Station Area Planning



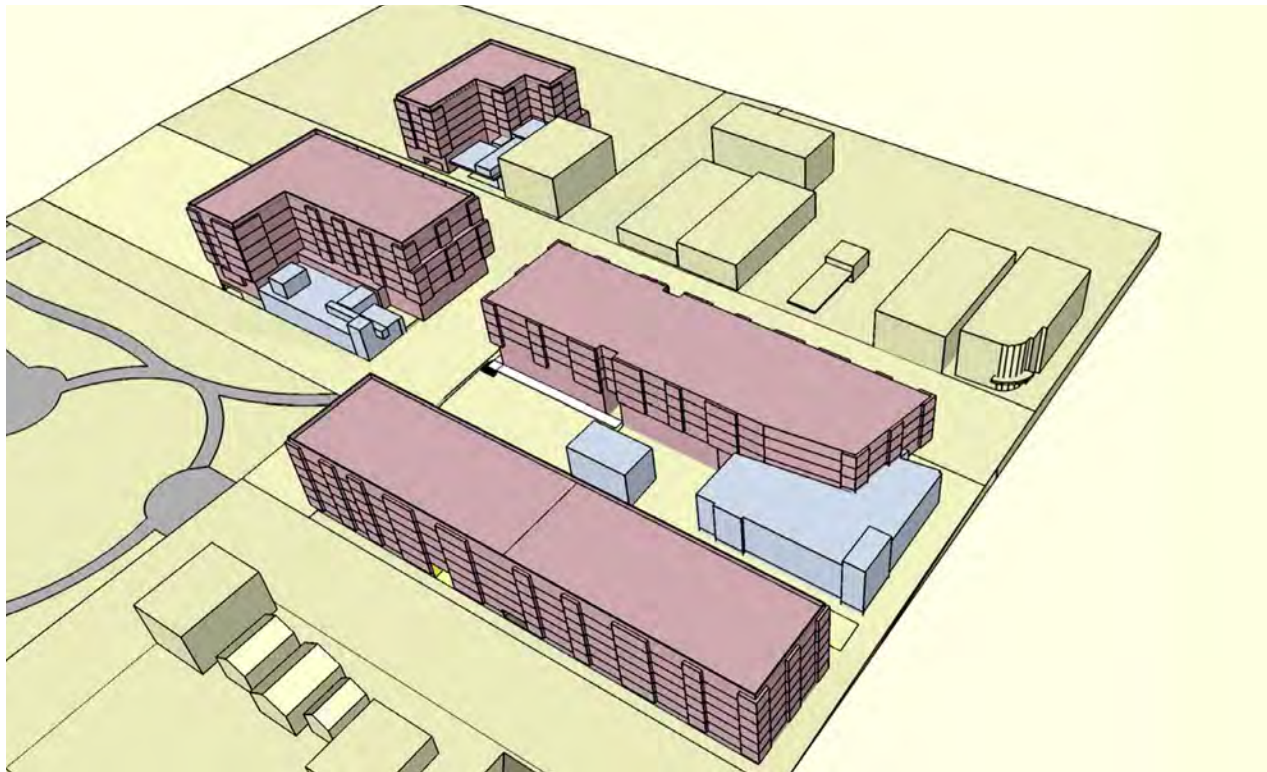


*SENIOR CITY AT FEDERAL WAY TRANSIT CENTER The Korean Women's Association (KWA) obtained the 30,000 square foot parcel at the Federal Way Transit Center through a competitive process in 2008 and completed the 62 unit senior housing project in 2010. The \$18.3 million dollar mixed-use building includes KWA's offices, a multipurpose room, underground parking (.3 stalls per unit), and proximate to the Transit Center which provides over 1,000 weekly local and regional bus connections. KWA funded the project with a HUD 202 award, a 4% low-income housing tax credit, an ARRA energy conservation block grant, allocations from the Washington State Housing Finance Commission and State Housing Trust Fund, King County Housing Finance Program, and a City of Federal Way Community Development Block Grant.*

- ▶ **Develop station area plans or subarea plans** around stations on a schedule that provides Sound Transit with information that feeds into station and potential alignment design. For those projects following the FTA New Starts process, early supportive planning information by jurisdictions can be used in the application process.
  - **Adopt station area projects or plans** into jurisdiction's Capital Improvement Plan (CIP) or Transportation Improvement Program (TIP).
  - **Implement zoning and municipal (building) code changes** to support TOD within the station area.
- ▶ **Supply relevant station area data** to Sound Transit including, but not limited to: plans and policies affecting the station area, demographic information, permit and development information.

#### Access and Other Improvements

- ▶ Identify regional and local access and infrastructure improvements near proposed transit corridors and station areas and implement these improvements so they will be completed or near completion when transit service begins.



*Capitol Hill TOD: The largest TOD project Sound Transit has done to date.*

### Strategic Priority 3: Surplus Property Disposition

This section of the TOD Strategic Plan does not supersede the Real Property Disposition Policies, Procedures and Guidelines (Disposition Guidelines), or the Real Property Excess, Surplus, Disposition Policy (Disposition Policy). TOD activities will be coordinated with the Real Property procedures and guidelines and focus on surplus property disposition.

As outlined in the Disposition Guidelines, Sound Transit is required to dispose of surplus property in a uniform and fair way at fair market value. The Policy specifically states that a disposition priority is to <sup>6</sup>:

Encourage transit-oriented development, joint development, and public and private projects at and around Sound Transit facilities through early involvement in project planning and design, and the realization of other objectives as appropriate while maximizing the financial return to Sound Transit, such as:

- Increasing transit ridership
- Supporting economic development efforts
- Supporting state, regional and local growth plans, policies, and strategies
- Fostering relationships with local jurisdictions, regional agencies, private developers, local residents, businesses, community groups and other stakeholders
- Encouraging convenient, safe multi-modal access to the transit system, with an emphasis on non-motorized access
- Encouraging creation of housing options including market-rate and affordable units

Activities within this strategic priority are varied and can range from capital construction projects to real estate development projects that are typically short-term and completed within in five years.

6 Sound Transit Resolution R2013-30. December 2013.

## Sound Transit Roles and Responsibilities

The TOD Program will work with other agency departments, listed below. The level of involvement with these departments will vary depending on the specific implementation activity.

### **Office of Capital Project Development and Design, Engineering, Construction Management**

Implement appropriate evaluations prior to right-of-way acquisition to ensure that transit supportive and transit oriented development is consistent with the Policy and Guidelines.

Identify potential TOD and Joint Development opportunities.

### **Real Estate, Property Management, Legal, Grants, Contracts, Finance, Risk Management**

Assist with property negotiations as requested.

Section III includes those TOD properties that Sound Transit is either in the process of disposing or is the planning phase for disposal of real properties. The list and status of projects will be updated annually.

## Surplus Property Disposition Planning Implementation Activities

### Property Disposition

- ▶ **Disposition Planning:** Agency property will be disposed of consistent with the Disposition Policy, taking into account TOD/Joint Development assessment and potential partnership discussions. Due diligence in disposition planning considers timing the market for optimum responses to Requests for Qualifications, Requests for Proposals or in direct negotiation partnerships with adjacent property owners.
  - **Sale versus lease:** Assess best and/or most appropriate disposition method.
  - **Redevelopment of surplus properties:** Following construction, Sound Transit facilities and adjacent surplus properties may provide opportunities for redevelopment; FTA guidance and Sound Transit Board policies support after-the-fact TOD and public or private development partnerships using agency assets.
    - **Public competitive process:** In most cases, a public, competitive process for property disposition will be followed. Sound Transit's property ownership may be key to stimulating area redevelopment due to the location or features of agency property.
    - **Direct negotiations:** An adjacent property owner may propose a development concept that leads to a property transaction. In such cases where interested parties are adjacent, the agency may enter into direct negotiations, forgoing the typical competitive RFQ/RFP process.
    - **Sharing of information:** While Sound Transit is precluded from providing financial assistance to private parties, the TOD Program will share publicly available information, as appropriate.
  - **Not-for-profits and public agencies:** Targeted assistance to not-for-profit or public agencies lacking TOD or development partnership expertise will be provided on a case-by-case basis, subject to resource and scheduling limitations.



## Joint Development

- ▶ **Seek TOD and Joint Development opportunities:** Such opportunities may require property purchases in partnership with others to create additional transit benefits, or for acquisition of a transit asset owned by a partner agency that lacks the resources to implement TOD or development partnerships. Follow agency and FTA guidelines.
- ▶ **Assess TOD partnership potential:** A TOD partner is a public or private entity that adequately shares in risks and benefits, and commits time and financial resources for the purposes of leveraging Sound Transit projects to meet TOD goals. See TOD Policy, R2012-24; Attachment A, 5.D #1 - #7.
- ▶ **Assess opportunities for creative approaches** for the use of agency real estate, per Board policy. Analyze the financial feasibility of uses for capital project purposes, such as office space which can be incorporated into most TOD or joint development space programs, which can create a long-term asset for Sound Transit.
- ▶ **Sale, transfer, trade or lease, including air rights:** Outcomes include transit-oriented development on sites sold or owned by Sound Transit and Joint Development partnerships in advance of, or following, the design of Project facilities to increase density and ridership within station areas. Follow the Disposition Policy.

## Federal or FTA Involvement

- ▶ **Federally-assisted property acquisitions:** The Federal Transit Administration or other agencies must be involved for review and concurrence; explicitly defined processes will be used for negotiating TOD and development partnership projects, including Board adopted policies and FTA regulations. In many cases, pre-existing agreements with Sound Transit's regional partners will guide the negotiations and considerations (such as the agency's Good Neighbor Policy) as well as other precedents and state law.

## Sustainability

- ▶ **Encumber sustainability requirements** as a part of real property disposition transactions for TOD; meet or exceed industry standards and confirm to Sound Transit's Sustainability Checklist in the Design Criteria Manual.
- ▶ **Coordinate real estate disposition with sustainability measures** included in the Sustainability Initiative and Strategic Plan.

## Reporting

- ▶ **Biennial inventory and plan:** Participate in preparation of the agency's biennial surplus real property inventory and utilization plan, prepared for the RTA, intended to guide surplus real property transactions, including preserving future TOD opportunity sites.
- ▶ **Annual Report to the Board of Directors:** Annual status report to the Sound Transit Board of Directors reflecting all activities on the parcels included in the TOD portfolio.

## Partner Agency Roles and Responsibilities

### Surplus Property Disposition Partner Agency Activities

## Joint Development

- ▶ **Partner contributions:** Participate in Joint Development or Public-Public Partnership discussions including determination of appropriate partner contribution (land, financial, permitting expedition, etc).
- ▶ **Public facility needs:** Coordinate known public facility needs with Sound Transit to determine if there are Joint Development opportunities.
  - Where publicly held land is adjacent to a Sound Transit station location work to leverage public dollars through joint development.

## Related Sound Transit Policies

Board-adopted policies closely linked to Sound Transit's TOD Program are: real property disposition, joint development, sustainability and system access. These policies address Sound Transit's role in protecting the environment by providing alternatives to automobile travel, helping to reduce the number of vehicle miles traveled, and encouraging compact, urban development at regional centers consistent with the Growth Management Act.

### Real Property Disposition Policy

The Real Property Excess, Surplus, and Disposition Policy (Disposition Policy) (Resolution R2013-30, adopted Dec. 19, 2013) states that Sound Transit will consider a number of priorities in determining surplus real property disposition. Specific to TOD, Sound Transit's priorities are:

"Encourage transit-oriented development, joint development, and public and private projects at and around Sound Transit facilities through early involvement in project planning and design, and the realization of other objectives as appropriate while maximizing the financial return to Sound Transit such as:

- Increasing transit ridership
- Supporting economic development efforts
- Supporting state, regional, and local growth plans, policies, and strategies
- Fostering relationships with local jurisdictions, regional agencies, private developers, local residents, businesses, community groups and other stakeholders
- Encouraging convenient, safe multi-modal access to the transit system, with an emphasis on non-motorized access
- Encouraging creation of housing options including market-rate and affordable units"

The TOD Strategic Plan is intended to be consistent with and complement the Real Property Excess, Surplus, and Disposition Policy or Guidelines; TOD activities will be coordinated with the Real Property procedures and guidelines and focus on surplus property disposition to create TOD projects.



Capitol Hill TOD: Five future TOD sites

## Joint Development

Joint development is “a formalized relationship between Sound Transit and a public or private entity to include TOD as part of a Sound Transit project or using Sound Transit property.” Specific TOD Program implementation strategies related to joint development are primarily conducted during surplus property disposition. Developing joint development partnerships could occur during station and station area planning.

Joint Development requirements apply to properties acquired by Sound Transit for the Central Link project because they were acquired in part with federal funds; the requirements could continue to apply to system expansion if federal funds are used.

Sound Transit encourages regional sustainability through its core mission to provide affordable, environmentally-friendly travel options that connect the places where people live, work and play. The Board adopted a Sustainability Initiative (Resolution No.R2007-12) Broadens the agency’s commitment beyond environmental protection, and the related Executive Order No.1 reinforces that sustainable business practices are integrated “throughout the Sound Transit organization, including planning, designing, constructing, and operating existing and new transit systems and facilities.”

Second to building transit infrastructure, supporting and creating compact development near transit facilities is one of the most important actions the agency can take to foster a healthy environment, community and economy. The implementation of the TOD Strategic Plan contributes directly to the agency’s ability to implement its Sustainability Plan.

## Systems Access Policy

The goals of Sound Transit’s System Access Policy (R2013-03) are to:

- Increase transit ridership
- Encourage convenient and safe connections to Sound Transit services through all access modes.

These goals support TOD by increasing the walking and biking near stations, and reducing auto dependence. Together, TOD and system access improvements increase ridership.

## TOD Regulatory Framework

### Federal Transit Administration (FTA)

The Federal Transit Administration (FTA) establishes guidelines for the use of FTA funding, including federally-assisted acquisitions used for TOD and Joint Development, as described in the draft Federal Transit Administration Guidance on Joint Development (2013).

Federal transportation policy, specifically New Starts funding for light rail and bus, establishes land use as a primary consideration in making grants for transit systems. Evolving federal policy seeks to strengthen the relationships between transit and housing. Moving Ahead for Progress in the 21st Century Act (MAP-21), enacted in July 2012, modified some program aspects including placing greater emphasis on land use and economic development.



## **Washington State**

Washington State's Growth Management Act (GMA) requires urban areas to designate urban growth areas and to support them through a variety of measures. State statute requires that "regional transportation plans and local comprehensive plans ... address the relationship between urban growth and an effective high capacity transportation system plan." It requires the integration of land use planning with regional transportation planning, stating "Interlocal agreements shall be consistent with state planning goals as set forth in chapter 36.70A RCW. Agreements shall also include plans for concentrated employment centers, mixed-use development and housing densities that support high capacity transportation systems."

In addition, agencies providing high capacity transportation services are to promote transit-compatible land uses and cooperate with public and private interests for development, "which includes joint development" .

## **Puget Sound Regional Council (PSRC)**

The Puget Sound Regional Council's major policy plans are VISION 2040 (PSRC 2008), the region's land use plan, and Transportation 2040 (PSRC 2010), the region's transportation plan. VISION 2040 lays out how and where the region should accommodate approximately 1.5 million additional people for a total population of 5 million, as well as 1.2 million new jobs for a total employment of nearly 3 million.

Central to VISION 2040 is the importance of "Centers" that are "characterized by compact, pedestrian-oriented development with a mix of uses. Centers provide proximity to a diverse collection of services, shopping, recreation, and jobs as well as a variety of attractive and well-designed residences... Centers create environments of improved accessibility and mobility – especially for walking, biking, and transit – and, as a result, play a key transportation role as well. Centers also provide the backbone for the region's transportation network..."

The investments in Transportation 2040 support VISION 2040 and an anticipated 40 percent increase in the demand for travel. Transportation 2040 also proposes a strategy for reducing transportation's contribution to climate change and its impact on important regional concerns such as air pollution and the health of Puget Sound.

The PSRC's Growing Transit Communities program focuses on capitalizing on transit investments by growing and strengthening communities around station areas. A central strategy of the program is to promote compact, equitable communities along the region's growing mass transit corridors. This includes equitable access to housing, jobs, and services close to transit that will make transit a viable and affordable travel option for many people.

## **Local Jurisdictions**

The GMA requires local governments to develop and adopt growth management policies, plans and regulations. Comprehensive plans must address land use, housing, capital facilities, utilities, rural lands (counties only) and transportation.

County and local city comprehensive plan policies throughout the Sound Transit District reinforce the need for mass transit to support new population and employment developments, as well as provide for vibrant urban communities that offer alternatives to the automobile.

As a special purpose government agency Sound Transit does not have land use authority. Sound Transit relies on local jurisdictions to prepare designated station areas for development of transit supportive land uses by setting land use regulations that are responsive to market conditions and favor uses that add jobs and/or housing to station areas. To incentivize TOD, local jurisdictions can take a number of actions: they can work in advance to provide necessary infrastructure to support additional density at station locations; fund projects that improve station access; support development projects in advance of transit that add ridership to station areas; set aside funds and can expedite permitting.

# Sound Transit TOD Portfolio

The following TOD portfolio has been created in collaboration with Sound Transit's Design, Engineering and Construction Management division through the annual incorporation process into the TOD work program. This portfolio is derived from the Central Link properties and will be updated as Sound Transit acquires more real property for new transit projects.



## Brooklyn

4332 Brooklyn Ave NE  
Seattle, WA 98105

**Approximate Lot Size (SF/acres):** 37,080/0.85

**Base Zoning/Overlays:** Mixed Use - Mid Rise/NE 45th St. Station Area; University District NW Urban Center Village

**Station Area:** U-District Station

**Target Development Date:** 2024

**APN:** 1142000185; 1142000225

### UNIVERSITY OF WASHINGTON AT U-DISTRICT STATION

Sound Transit's required acquisition of a University of Washington building for a U District Station entrance led to an early analysis for potential air rights development above the below-grade station. That analysis demonstrated the feasibility of at least a 65 foot tall commercial building (office or residential) using the station structure for the foundation. A negotiated fair market value transaction traded future air rights to the UW for their property to create a TOD project based on the UW's future plans.



## Capitol Hill parcels (five sites)

Addresses unassigned

**Approximate Lot Size (SF/acres):**

Site A: 46,487/ 1.07

Site B-north: 15,878/ .36

Site B-south: 15,459/ .35

Site C: 17,683/ .41

Site D: 10,383/ .24

**Base Zoning/Overlays:** Mixed Use - Low Rise/ CH Station Area; CH Urban Center Village/ Capitol Hill Development Agreement

**Station Area:** Capitol Hill Station

**Target Development Date:** 2014

**APN:** Site A: 600300-2025/ Site B-north: 600350-1105/ Site B-south: 600350-1135/ Site C: 600300-1380/ Site D: 600300-1320

### CAPITOL HILL TOD AT CAPITOL HILL STATION

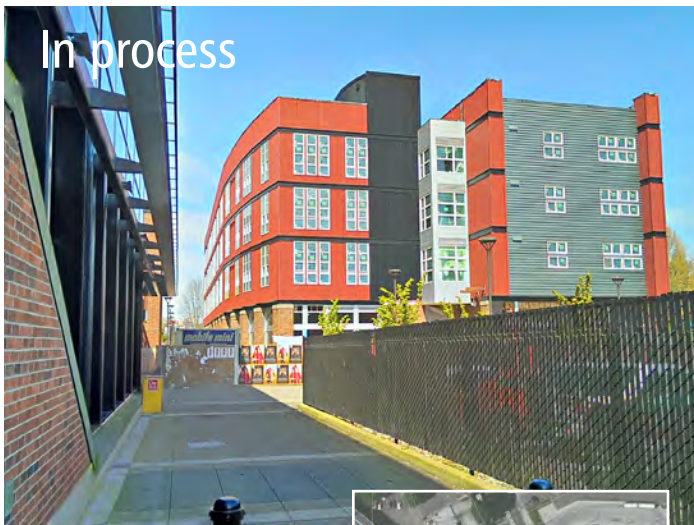
Nineteen properties were converted to five redevelopment parcels through the lot boundary adjustment process in 2013. Once construction of the Station is sufficiently completed in early 2016, the redevelopment of the parcels will begin for the 107,000 s.f. that will have been sold to developers through a competitive process in 2015. A Development Agreement negotiated with and approved



by the City of Seattle will guide the construction of approximately 400 residential units, including an exclusive affordable housing site. In partnership with the City of Seattle, 36% of all units will achieve affordability through the Multifamily Tax Exemption Program and funding from the City Housing Levy.



In process



## Mt. Baker

2921 Rainier Avenue S  
Seattle, WA 98144

**Approximate Lot Size (SF/acre):** 23,306/0.54

**Zoning/Overlay:** Mixed Use - Mid Rise/MC Station Area; SE Seattle Reinvestment Area; N Rainier Hub Urban Village

**Station Area:** Mt Baker Station

**Target Development Date:** 2012

**APN:** 7138800010; 0003600056

### MOUNT BAKER LOFTS AT MOUNT BAKER STATION

Mount Baker Lofts, Artspace USA's third Seattle project, will be completed Summer 2014 at the Mount Baker light rail station. The \$18 million project will be a mixed-use arts facility containing 57 rental units of affordable live/work space for artists and their families. The ground floor includes a community room and 12 commercial spaces for non-profits, creative enterprises and community-serving businesses. The roof features areas for urban agriculture and will have panoramic views of downtown and Mount Rainier.

In process



## Othello

6956 Martin Luther King Jr Way S  
Seattle, WA 98118

**Approximate Lot Size (SF/acre):** 45,174/1.04

**Base Zoning/Overlays:** Mixed Use - Mid Rise/ Othello Station Area; SE Seattle Reinvestment Area; MLK at Holly St Residential Urban Village

**Station Area:** Othello Station

**Target Development Date:** 2014

**APN:** 3333002910; 3333002920

### MYRTLE APARTMENTS AT OTHELLO STATION

In March 2014, Mercy Housing Northwest was awarded the right to negotiate for this 30,000 s.f. Rainier Valley site. MHNW intends to build two buildings, one using 4% and the other 9% tax credits, for a total of 108 units of affordable workforce family housing and ground floor office space to accommodate Mercy's local staff. In early 2014 Sound Transit applied to the City to permit a Facilities vehicle parking area at the adjacent Transit Power Substation (TPSS). A lot boundary adjustment process will separate the TPSS parking area from the parcel Mercy will purchase with funding from the City of Seattle's Community Cornerstones program funded by the U.S. Department of Housing and Urban Development.



## Columbia City

4733, 4742, 4804, 4815 Martin Luther King Jr Way S

**Approximate Lot Size (SF/ acres):** 39,272/ .90

**Base Zoning/Overlays:** Townhouse/ Light Rail ED

**Station Area:** Columbia City

**Target Development Date:** 2015

**APN:** 1756700005; 1756700010; 1756700015, 2124049280, 2124049284, 2124049002, 5414100230, 5414100220, 5414100205, 5414100090, 5414100095, 5414100100

### COLUMBIA CITY STATION

Between South Angeline and South Ferdinand Streets are fourteen parcels on both sides of the center platform in Martin Luther King, Jr. Way South. These parcels underwent environmental and geo-technical review, including removal of a minor amount of contaminated soil. In 2014 the fourteen parcels will be boundary line adjusted into four or five buildable parcels. Current zoning allows low-rise residential development, in keeping with similar new construction in the immediate vicinity. The disposition process in 2015 will include consideration of a single developer who can deliver all sites within an acceptable time period.



## East Portal

26th Avenue S & Forest Street  
Seattle, WA 98144

**Approximate Lot Size (SF/ acres):** 79,300/1.82

**Base Zoning/Overlays:** Residential Low Rise/ MC Station Area; SE Seattle Reinvestment Area; N Rainier Hub Urban Village

**Station Area:** Mt Baker Station

**Target Development Date:** 2015

**APN:** 3085002085

### EAST PORTAL – MOUNT BAKER STATION

This 79,000 s.f. rectangular hillside parcel is currently used for agency transit activities. The site is located in a liquefaction zone, subject to special City regulations affecting development potential. A 2013 geo-technical site investigation determined that the soils conditions do not preclude potential development. The 2014 due diligence work includes zoning-driven structural foundation design evaluations which will then be tested for financial feasibility against real estate market conditions. If there is a favorable assessment for permitted uses, Sound Transit will discuss with the University of Washington its interest in working together for the potential redevelopment of its property adjacent the University of Washington Consolidated Laundry, in concert with Sound Transit's upland property.







Being evaluated

## Howell

902 Howell Street  
Seattle, WA 98101

**Approximate Lot Size (SF/acres):** 9,456/0.22

**Base Zoning/Overlays:** Downtown Mixed Commercial - High Rise/  
Denny Triangle Urban Center Village

**Station area:** Westlake Station

**Target Development Date:** 2017

**APN:** 0660001095

### 901 HOWELL

Located within the Denny Triangle Urban Center Village, this property is immediately northwest of the Convention Place Station. Zoned for mixed commercial or residential to a height between 290 and 400 feet, the property is in area of continuous redevelopment. Across Olive Way from the current Convention Place Station and will be served in the future by the Westlake Station. Due diligence activities begun in 2014 are investigating the development potential of the site.



## Orcas

**Approximate Lot Size (SF/acres):** 14,094/ .32

**Base Zoning/Overlays:** C1-40

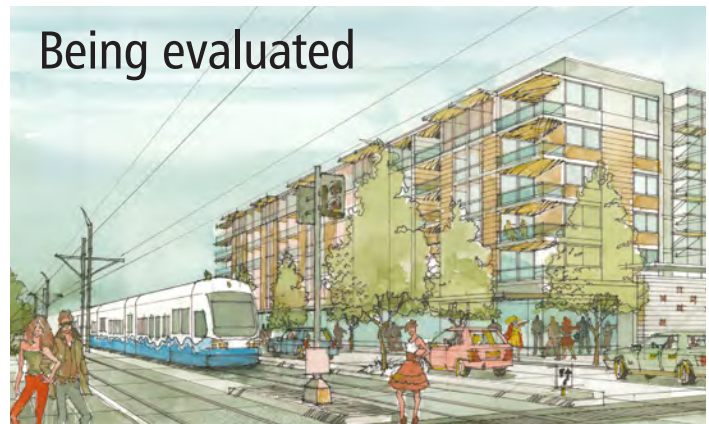
**Station Area:** Columbia City

**Target Development Date:** 2015

**APN:** 2341300145, 2341300135, 2341300125

### ORCAS

Three parcels at the corner of Martin Luther King, Jr. Way South and South Orcas Street are being permitted for soil remediation work so that the property can be sold as clean once groundwater monitoring is completed in 2015. The three parcels total 11,659 s.f. The adjacent Centioli Family LLC property shares an unused 2,800 s.f. alley. The LLC has been approached to consider combining its 6,300 s.f. and the alley vacation to create a building site of 20,700 s.f., large enough for a 60 unit residential project under the existing zoning. On-going discussions with the LLC and the City regarding the alley vacation will continue in 2014.



Being evaluated





## Pine Street Triangle

919 Pine Street  
Seattle, WA 98101

**Approximate Lot Size (SF/acres):** 19,695/0.45

**Base Zoning/Overlays:** Downtown Mixed Use - Commercial High Rise/Denny Triangle Urban Center Village

**Station Area:** Westlake Station

**Target Development Date:** 2017

**APN:** 0660000975

### PINE STREET TRIANGLE

The Triangle, bounded by Pine Street, the Paramount Theater building, and Interstate 5, includes at and below grade light rail transit support facilities. The 20,000 s.f. property is zoned for downtown mixed commercial, at heights varying between 290 and 400 feet. Across from the current Convention Place Station, development at this location will be served in the future by the Westlake Station. Due diligence activities begun in 2014 are investigating the development potential of the site.



Being evaluated



Future



## Roosevelt

6600 Roosevelt Way NE  
Seattle, WA 98115

**Approximate Lot size:** 73,440/ 1.68

**Base Zoning/Overlays:** Mixed Use - Mid Rise/Roosevelt Residential Urban Village

**Station Area:** Roosevelt Station

**Target Development Date:** 2018

**APN:** 3658700135

### TOD AT ROOSEVELT STATION

Adjacent to the NE 67th Street Roosevelt Station entrance, a future surplus property of approximately 30,000 s.f., will be available for development after 2020 when light rail staging is completed. Originally planned for a five over one residential building with a grocery store on the ground level, the mixed use property was recently rezoned to 85 feet. Within that development envelope, 180 to 200 residential units are possible above ground floor retail or commercial uses.







## First Hill

1014 Boylston Ave  
Seattle, WA 98104

**Approximate Lot Size (SF/acres):** 21,600/0.50

**Base Zoning/Overlays:** Mixed Use - High Rise/ First Hill Urban Center Village

**Station Area:** First Hill Street Car- Madison Stop

**Target Development Date:** 2016

**APN:** 1978201160; 1978201155

### 1014 BOYLSTON AVENUE AT FIRST HILL STREET CAR

One-half block from the Broadway and Madison streetcar stop, "First Hill" continues as income-producing occupied property. The 21,000 s.f. site is zoned for a 160 foot tall building, either mixed use or office or residential. Several residential towers planned on nearby blocks will range from 275 to 300 units each.



## Mt. Baker Triangle

2824 Rainier Avenue S  
Seattle, WA 98144

**Approximate Lot Size:** 21,210/.49

**Base Zoning/Overlays:** Mixed Use - Mid Rise/MC Station Area; SE Seattle Reinvestment Area; N Rainier Hub Urban Village

**Station Area:** Mt Baker Station

**Target Development Date:** 2018

**APN:** 0003600063

### "KREMEWORKS" AT MOUNT BAKER TRANSIT CENTER (APN: 0003600063)

This former donut batter factory abuts the Mount Baker Transit Center to the south. "Kremeworks" is scheduled for demolition in 2014. The subsurface conditions may make necessary either considerable excavation or an extensive pile-driven foundation system. Environmental contamination may exceed MTCA levels, requiring an unknown amount of remediation.

A previous analysis looked at combining the 58,000 s.f. Transit Center property, the 22,800 s.f. "Kremeworks" property, and adjacent properties to create a 300 unit mixed use project. One impediment to this approach is that the cost to overbuild the Transit

## Future



Center and preserve its operation is not currently financially feasible. Additionally, a suggested merger by the owner of an adjacent gas station site with the "Kremeworks" to create a smaller mixed use project failed due to the business value of the gas station property.

## Future



## NE 45th Street

4500 Roosevelt Way NE  
Seattle, WA 98105

**Approximate Lot Size (SF/acres):** 18,034/0.41

**Base Zoning/Overlays:** Mixed Use - Mid Rise/ NE 45th Station Area; University District NW Urban Center Village

**Station Area:** U-district Station

**Target Development Date:** 2022

**APN:** 7733600155

### TOD AT 45TH AND ROOSEVELT WAY

Four blocks west of the University of Washington campus at the northeast corner of the intersection, this 18,000 s.f. parcel has a current height limit of 85 feet which may be increased by the City in a district-wide rezone. Projected to have a continuous light rail construction support use until 2020, this site has excellent street level retail exposure on two major arterials with permitted upper floor uses of residential or office.



## Rainier Beach

A9142 , 9228 Martin Luther King Jr Way S  
Seattle, WA 98118

**Approximate Lot Size (SF/acres):** North:34,943/0.80, South: 117,504/ 2.70

**Base Zoning/Overlays:** Mid Rise - Commercial or Residential/HN Station Area

**Station Area:** Rainier Beach Station

**Target Development Date:** 2015

**APN:** North: 8072000025, South: 8072000047, 8072000049

### RAINIER BEACH STATION

The "North" parcel, at 29, 700 s.f., is four hundred feet south of the station platform entrance at South Henderson Street. The "South" parcel, at 175,000 s.f., is eight hundred feet from the platform, immediately south of the unimproved Beacon Avenue South right-of-way. While the "South" properties are substantially flat, several thousand square feet of vegetated steep slope is likely unbildable under City regulation. Both "North" and "South" properties front Martin Luther King, Jr. Way South, with only north bound access and egress, restricting market functionality. A 2014 market analysis for these sites investigated the station area market and found no likely near-term TOD-related commercial real estate uses.





# Glossary of Terms

**Agency TOD** strategies facilitate or create TOD on Sound Transit property that has been acquired for a transit purpose. Agency TOD may include joint development and other partnerships.

**Air Rights** means the space location above, at or below (subterranean) the surface of the ground, lying within a project's Real Property limits.

**Community TOD** strategies promote and facilitate TOD within the larger area around a Sound Transit facility (typically .5 mile, or a 10-15 minute walk, around a transit facility and along corridors that provide key connections to the regional transit system.) Community TOD strategies may be identified and implemented by Sound Transit or by others and may include partnerships.

**Corridor Study** includes review of alignments, modes and station locations help narrow the range of high-capacity transit alternatives; evaluate potential routes; inform local comprehensive planning; prepare for formal environmental and engineering; and position the Sound Transit Board of Directors to evaluate options and establish the next highest priorities for transit system implementation. Corridor studies generally include public outreach; preliminary environmental assessment and ridership forecasting; and conceptual engineering and cost estimating.

**Excess Real Property** is property Sound Transit has acquired that does not currently have transit use.

**Excess Real Property Inventory** is a property utilization plan that identifies Sound Transit-owned property not needed for transit purposes.

**Fair Market Value** means an amount in an open and competitive market that a well-informed, willing seller, who desires but is not required to sell, would accept, and that a well-informed willing buyer, who desires but is not required to buy, would pay for Real Property after due consideration of all the elements affecting value.

**FTA** means the Federal Transit Administration of the United States Department of Transportation.

**High Capacity Transportation (HCT)** means a system of public transportation services within an urbanized region operating principally on exclusive rights of way, and the supporting services and facilities necessary to implement such a system, including interim express services and high occupancy vehicle lanes, which taken as a whole, provides a substantially higher level of passenger capacity, speed and service frequency than traditional public transportation systems operating principally in general purpose roadways (as provided by 81.104.015 RCW).

**Joint Development** means a transportation project that enhances economic development or incorporates private investment including commercial and/or residential development, pedestrian and bicycle access to a mass transportation facility, and/or the renovation and improvement of historic transportation facilities, because the project: (1) enhances the effectiveness of a mass transit project, and is related physically and functionally to that mass transit project; or (2) establishes new or enhanced coordination between mass transportation and other transportation; and, (3) provides a fair share of revenue for mass transportation use, all as more fully defined in the FTA Joint Development Rules (Appendix B of FTA Circular 9300.1A; FTA "Policy on Transit Joint Development," 62 Federal Register, Number 50, March 14, 1997, pages 122266-122269; and the "Joint Development" Appendix of FTA Circular 5010.1C dated October 1, 1998).

**Phase Gate** is a Sound Transit process which reviews a capital project and determines the readiness of the project to advance to the next stage. The process consists of a series of project phases and gates. Gates represent key transition and/or decision points in a project's progression through design and environmental review, construction and transition to operations. The process also provides the Board with visibility into projects and control over key project decisions -specifically scope, schedule and budget.

**Real Property** means land, including affixed land improvements, structures and appurtenances, and including fee estates, leaseholds, easements, vested reversionary interests, future interests and other real property interests, but not including movable machinery and equipment.

**Regional Long-Range Plan** represents Sound Transit's goals, policies and strategies to guide the long-term development of the HCT system. It guides how the Sound Transit system can best address the region's mobility needs and support growth management objectives. The long-range plan is implemented in a series of phases and is updated over time.

**Surplus Real Property** means real property that is in excess and no longer needed for transit use.

**System Plan(s)** are those submitted to the voters for approval (e.g., Sound Move, ST2) that address the types of HCT to be provided; identify alignments and station locations; describe performance characteristics of modes included; present ridership forecasts; detail a financing plan with the phasing and costs of each HCT line; describe the relationship of HCT and land use plans; assess impacts; and describe mobility characteristics of the transit system.

**Transit-Oriented Development** (TOD) is a land development pattern that integrates transit and land use by promoting transit ridership while supporting community land use and development visions. TOD typically consists of public and private development projects that create dense, pedestrian-oriented environments with a mix of land uses and activities at and around transit facilities. The design, configuration and mix of buildings and activities around the transit facility, as well as the location and design of the transit facility, should encourage people to use transit and foster a healthy, livable environment. TOD is generally focused on land within approximately one-half mile, or 10- to 15 minute walk, of a transit facility and along corridors that provide key connections to the regional transit system. Joint Development is a subset of Transit-Oriented Development.

# Sound Transit Policies

Transit-Oriented Development

Real Property Excess, Surplus  
and Disposition



## **Sound Transit Transit-Oriented Development (TOD) Policy**

### **SECTION 1: PURPOSE**

The Transit-Oriented Development (TOD) Policy establishes a framework in which Sound Transit will evaluate, facilitate and implement TOD strategies as the agency plans, designs, builds and operates the regional transit system, through cooperation and partnerships with public and private entities, as allowed by applicable laws, regulations, plans and policies.

TOD is a land development pattern that integrates transit and land use by promoting transit ridership while supporting community land use and development visions. TOD strategies focus urban growth around transit facilities and leverage transit investments to help produce regional and local benefits, such as increases in transit ridership, development of walkable communities, improved access to jobs and economic opportunities, and reduced household driving and thus lowered regional congestion, air pollution and greenhouse gas emissions.

Sound Transit's primary responsibility is to complete and expand the high-capacity transit system to deliver transit service that connects the region's urban centers, which is a key step toward meeting local and regional land use goals. The basis for Sound Transit's involvement in TOD is informed by the agency's enabling legislation (RCW 81.104 and 81.112). Pursuant to the legislation, Sound Transit is authorized to plan, design, build and operate the regional transit system and to use its tax revenues for transit purposes. The legislation also guides Sound Transit to work with public and private interests to facilitate TOD. For example, Sound Transit is guided to work with local jurisdictions to set forth conditions for assuring land uses compatible with development of high-capacity transportation systems, such as providing for sufficient land use densities through local actions in high-capacity transit corridors and near passenger stations, preserving transit rights-of-way, and protecting the region's environmental quality. Additionally, the legislation guides the agency, in cooperation with public and private interests, to promote transit-compatible land uses and development, which includes joint development.

This policy provides guidance on the goals, strategies and tools that Sound Transit may use to evaluate, facilitate and implement TOD as it delivers the regional transit system.

### **SECTION 2: GOALS**

Through implementation of its TOD policy, Sound Transit will work toward goals including:

- Increase the value and effectiveness of transit by increasing transit ridership.
- Support implementation of state, regional and local growth plans, policies and strategies.
- Foster relationships with local jurisdictions, regional agencies, private developers, local residents, businesses, community groups and other stakeholders to facilitate TOD.
- Encourage convenient, safe multi-modal access to the transit system, with an emphasis on non-motorized access.
- Support economic development efforts.
- Encourage creation of housing options including market-rate and affordable units.
- Support implementation of other related Sound Transit plans and policies, with an emphasis on the agency's Sustainability Plan.
- Protect and enhance Sound Transit's assets and investments.

## SECTION 3: STRATEGIES

- A. Sound Transit will work cooperatively to evaluate and facilitate TOD strategies on its own property and in areas around its transit facilities through participation in two types of TOD strategies – Agency TOD and Community TOD (*see also* Section 7: Definitions). The distinction between Agency TOD and Community TOD strategies is intended to clarify the roles that Sound Transit may play in evaluating and facilitating TOD, recognizing that TOD may, and often does, involve a combination of actions by the transit agency, local and regional government involvement, and private and public development. Sound Transit will foster coordination, cooperation, and partnerships with public and private interests to advance both Agency TOD and Community TOD strategies.
1. **Agency TOD:** Agency TOD strategies facilitate or create TOD on Sound Transit property that has been acquired for a transit purpose. Agency TOD may include joint development and other partnerships. Sound Transit takes the lead role in identifying and implementing Agency TOD strategies.
  2. **Community TOD:** Community TOD strategies support and promote TOD within the larger area around a Sound Transit facility (generally ½ mile, or a 10-15 minute walk, around a transit facility and along corridors that provide key connections to the regional transit system.) Community TOD strategies may be identified and implemented by Sound Transit or by others and may include partnerships. Sound Transit may take either a lead or a support role in identifying and implementing Community TOD strategies.
- B. Sound Transit will assess TOD early in system planning, throughout all phases of its transit projects and during transit system operations and will document evaluations and decisions regarding TOD in coordination with the Phase Gate process.
- C. Sound Transit will allocate sufficient resources and develop a strategic plan, procedures and guidelines to implement a TOD program consistent with Board-adopted policies and in the context of its financial plan.
- D. Sound Transit staff will report at least annually to the Sound Transit Board to inform the Board on TOD activities and progress toward TOD goals, and to seek direction on implementation priorities.

## SECTION 4: TRANSIT SYSTEM PLANNING

- A. **Assessing TOD in Transit System Plans and Studies.** Sound Transit will assess opportunities to encourage TOD through further development and expansion of the transit system. During development of and updates to the Regional Long-Range Plan, System Plans, and Corridor Studies, Sound Transit will:
1. Ensure that these plans and studies are consistent with state, regional and local urban growth strategies.
  2. Identify Agency and Community TOD opportunities and strategies based on information available at the time of plan development, including input from stakeholders.
  3. Assess the extent to which future expansion of the transit system may encourage achievement of Agency and Community TOD opportunities and strategies.

4. Ensure that evaluation criteria for transit plan alternatives include TOD measures.
5. Inform and involve the Sound Transit Board and the public on how plan and study alternatives affect achievement of TOD goals.
6. Record decisions to inform decision making on future plans and projects.

**B. Coordination and Cooperation.** Sound Transit will foster coordination and cooperation with other governmental entities, communities, and the private sector to encourage and facilitate TOD. Coordination and cooperation will seek to:

1. Identify and preserve right-of-way for transit facilities.
2. Develop regional and local policies and plans that support TOD.
3. Assess whether plans and policies are leading to achievement of the adopted regional and local growth strategies.
4. Develop and implement financial, land use and other strategies and tools to encourage and implement TOD.
5. Develop and implement stakeholder involvement and advocacy strategies.

## SECTION 5: TRANSIT PROJECT DEVELOPMENT

**A. Assessing TOD during Project Development.** As Sound Transit progresses through the project development phases of its transit facilities, the agency will study TOD potential and identify and implement Agency and Community TOD strategies. Sound Transit will:

1. Identify and document Agency and Community TOD opportunities and strategies based on information available at the time of plan development, including input from stakeholders.
2. Assess the extent to which development of alignments, station locations, and transit support facilities affect and support implementation of Agency and Community TOD strategies.
3. Ensure that evaluation criteria for project alternatives include TOD measures.
4. Inform and involve the Sound Transit Board and the public on how project alternatives affect achievement of TOD goals.
5. Record decisions to inform further project development and decision making.

**B. Alternatives Identification and Conceptual Engineering.** During identification of alternatives and conceptual engineering of projects, Sound Transit will assess Agency and Community TOD opportunities and strategies in the context of:

1. Transit facility physical elements, including:
  - a. Physical needs, footprints and profile (at-grade, elevated, tunnel) of each transit facility.
  - b. Needs for construction staging and operation of the transit facility and transit support facilities.
  - c. Transit support facilities to provide multi-modal access to the facility, consistent with Sound Transit's system access policies.
2. Transit system performance measures, including transit ridership.
3. Adopted and formally proposed regional and local plans and policies, including:
  - a. Regional transportation and land use plans.
  - b. Local land use plans, policies and development regulations.
  - c. Local short- and long-range capital plans, and financing capacity.
4. Project scopes, schedules and budgets and agency financial resources.
5. Real estate development market characteristics, including development trends and market studies.
6. Community and stakeholder input.



**C. Preliminary Engineering and Final Design.** During preliminary engineering and final design, Sound Transit will identify options to incorporate Agency TOD into project delivery and/or engage in other Agency or Community TOD strategies and discuss options with the Sound Transit Board in coordination with the Phase Gate process. Sound Transit will assess Agency and Community TOD opportunities and strategies in the context of:

1. Project scope, schedule and budget and agency financial resources.
2. Delivery of other elements of the regional transit system.
3. Transit ridership and farebox revenue.
4. The ability to create a favorable financial return to Sound Transit and to realize revenue assumed in agency financial plans for property disposal.
5. Multi-modal access to the transit system, especially non-motorized access.
6. Adopted and formally proposed regional and local plans and policies.
7. Real estate market characteristics and feasibility analysis.
8. Opportunities to be a catalyst for other TOD activities.
9. Opportunities to enter into mutually beneficial partnerships.

**D. Cooperation and Partnerships.** Sound Transit will coordinate, cooperate and consider partnerships with public and private interests to identify and implement Agency and Community TOD strategies. Sound Transit will assess, on a voluntary basis, whether to enter into TOD partnerships. Sound Transit generally defines a TOD partner as a public or private entity that adequately shares in risks and benefits, and that commits time and financial resources for the purpose of leveraging Sound Transit projects to meet TOD goals. Prior to entering a TOD partnership, Sound Transit will consider:

1. Whether there is sufficient Sound Transit staff time and financial resources available for initiating, evaluating, and implementing the partnership.
2. Evidence that the prospective partner has the financial and technical capacity and capability specifically for the purpose of initiating, evaluating and implementing the partnership.
3. Whether the specific goals, expected outcomes, and duration of the partnership would meet Sound Transit TOD policy.
4. Whether Sound Transit and the prospective partner have any mutually exclusive goals or objectives.
5. Whether Sound Transit and the prospective partner adequately share in both risks and benefits of the partnership.
6. That the benefits of the partnership exceed the efforts of the partners.
7. That the partnership meets all applicable laws, regulations, plans and policies.

**E. Considering TOD in property acquisition, use and disposition.** Sound Transit acquires real property for transit purposes. Sound Transit may consider TOD in selecting among otherwise reasonable alternatives for the acquisition, use and disposition of land. During the TOD assessment process, Sound Transit will consider how the siting, configuration or design of a transit facility may affect or facilitate:

1. Availability of air rights for TOD.
2. Availability of property for TOD that may become surplus to transit project needs.
3. Access and connections between the transit facility and adjacent uses.

## **SECTION 6: TRANSIT SYSTEM OPERATIONS**

**A. Implementing and Assessing TOD.** During operation of the transit system, Sound Transit may implement previously identified TOD strategies and identify new strategies at existing

and proposed Sound Transit facilities. Sound Transit may assess Agency and Community strategies as transit system develops and as conditions change, based on evaluation of factors including:

1. Adopted transit system plans.
2. Ridership studies and trends.
3. State, regional and local plans and policies.
4. Transit system access needs, consistent with agency access policy.
5. Real estate market conditions.

**B. Disposition of Surplus Property.** The TOD assessment process conducted during planning and project development should inform the appropriate use of real property to facilitate TOD where opportunities are determined to exist. Sound Transit will follow its real property disposition policies, procedures and guidelines for disposition of surplus property.

## SECTION 7: DEFINITIONS

**Corridor Study:** Corridor studies of alignments, modes and station locations help narrow the range of high-capacity transit alternatives; evaluate potential routes; inform local comprehensive planning; prepare for formal environmental and engineering; and position the Sound Transit Board of Directors to evaluate options and establish the next highest priorities for transit system implementation. Corridor studies generally include public outreach; preliminary environmental assessment and ridership forecasting; and conceptual engineering and cost estimating.

**High-Capacity Transit (HCT) System:** As provided by 81.104.015 RCW, high capacity transit system means a system of public transportation services within an urbanized region operating principally on exclusive rights-of-way, and the supporting services and facilities necessary to implement such a system, including interim express services and high occupancy vehicle lanes, which taken as a whole, provides a substantially higher level of passenger capacity, speed, and service frequency than traditional public transportation systems operating principally in general purpose roadways.

**Joint Development:** Joint development is a formalized relationship between Sound Transit and a public or private entity to include TOD as part of a Sound Transit project or using Sound Transit property. Joint development is further defined in Sound Transit's real property disposition policies, procedures and guidelines.

**Phase Gate:** Phase Gate is a Sound Transit process which reviews a capital project and determines the readiness of the project to advance to the next stage. The process consists of a series of project phases and gates. Gates represent key transition and/or decision points in a project's progression through design and environmental review, construction, and transition to operations. The process also provides the Board with visibility into projects and control over key project decisions -specifically scope, schedule, and budget.

**Regional Long-Range Plan:** The Regional Long-Range Plan represents Sound Transit's goals, policies, and strategies to guide the long-term development of the HCT system. It guides how the Sound Transit system can best address the region's mobility needs and support growth management objectives. The long-range plan is implemented in a series of phases and is updated over time.

**System Plan:** System plans are those submitted to the voters for approval (e.g., *Sound Move*, ST2) that address the types of HCT to be provided; identify alignments and station locations;

describe performance characteristics of modes included; present ridership forecasts; detail a financing plan with the phasing and costs of each HCT line; describe the relationship of HCT and land use plans; assess impacts; and describe mobility characteristics of the transit system.

**Transit-Oriented Development (TOD):** TOD is a land development pattern that integrates transit and land use by promoting transit ridership while supporting community land use and development visions. TOD typically consists of public and private development projects that create dense, pedestrian-oriented environments with a mix of land uses and activities at and around transit facilities. The design, configuration and mix of buildings and activities around the transit facility, as well as the location and design of the transit facility, should encourage people to use transit and foster a healthy, livable environment. TOD is generally focused on land within approximately one-half mile, or 10- to 15 minute walk, of a transit facility and along corridors that provide key connections to the regional transit system.

Sound Transit may participate in Agency and Community TOD strategies, as illustrated below:

|                           | AGENCY TOD   | COMMUNITY TOD   |
|---------------------------|--|---|
| <b>Definitions</b>        | Agency TOD strategies facilitate or create TOD on Sound Transit property that has been acquired for a transit purpose. Agency TOD may include joint development and other partnerships.  | Community TOD strategies promote and facilitate TOD within the larger area around a Sound Transit facility (typically ½ mile, or a 10-15 minute walk, around a transit facility and along corridors that provide key connections to the regional transit system.) Community TOD strategies may be identified and implemented by Sound Transit or by others and may include partnerships.  |
| <b>Roles</b>              | Sound Transit takes the lead role in identifying and implementing Agency TOD strategies. Sound Transit may consider delegating to a partner a prominent role in implementing certain aspects of a partnership, as agreed by the partners.  | Sound Transit may take either a lead or a support role in identifying and implementing Community TOD strategies.  |
| <b>Example Activities</b> | <p>Implementing Agency TOD strategies may consist of activities such as:</p> <ul style="list-style-type: none"> <li>• Sound Transit evaluating TOD potential associated with development of plans and projects.</li> <li>• Sound Transit creating joint development or other partnerships to sell or lease transit property or air rights for development.</li> <li>• Sound Transit conducting market, feasibility, and due diligence studies on properties no longer needed for a transit project.</li> <li>• Sound Transit selling or leasing excess property.</li> <li>• Sound Transit studying TOD case studies and best practices to support Agency TOD efforts.</li> </ul> | <p>Implementing Community TOD strategies may consist of activities such as:</p> <ul style="list-style-type: none"> <li>• Local and regional agencies creating plans, policies and incentives that promote compact, mixed-use development and mix affordable and market-rate housing.</li> <li>• Public or private entities focusing economic and community development activities around transit facilities.</li> <li>• Private developers producing dense, mixed-use development that emphasizes non-motorized access to transit.</li> <li>• Sound Transit cooperating and providing technical assistance to local jurisdictions on station area planning or other efforts.</li> <li>• Sound Transit advocating for TOD through stakeholder involvement or marketing.</li> </ul> |

**SOUND TRANSIT  
RESOLUTION NO. R2013-30 – Attachment A**

**Real Property Excess, Surplus, and Disposition Policy**

**Section 1: Purpose**

Sound Transit's mission is to plan, build, operate, and maintain the regional transit system and services to improve mobility in central Puget Sound. During the course of implementing the Sound Transit regional transit system plans, the agency has acquired and will in the future acquire real property for transit-related uses. Sound Transit will prudently manage property not currently needed for transit purposes. If Sound Transit subsequently determines that a property will no longer be needed for a transit use, it may declare the property surplus and dispose of the property in a manner consistent with this policy and state and federal laws and regulations.

**Section 2: Real Property Disposition Priorities**

In determining the disposition manner of surplus real property, Sound Transit will consider the following priorities:

1. Comply with Sound Transit Board policies, state law, and federal grant requirements.
2. Implement Sound Move, ST2, and any future Sound Transit regional transit system plans on time and at minimum expense.
3. Realize the greatest possible return on the public investment in real property that Sound Transit no longer needs to accomplish its purposes and to protect and enhance Sound Transit's assets and investments.
4. Support the retention of existing businesses in their current neighborhoods through strategic relocation.
5. Mitigate impacts arising from the implementation of Sound Move, ST2, or any future Sound Transit regional transit system plans including environmental impacts identified in the National Environmental Policy Act/State Environmental Policy Act process and displacement of residents and businesses arising from the project.
6. Encourage transit-oriented development, joint development, and public and private projects at and around Sound Transit facilities through early involvement in project planning and design, and the realization of other objectives as appropriate while maximizing the financial return to Sound Transit, such as:
  - Increasing transit ridership
  - Supporting economic development efforts
  - Supporting state, regional and local growth plans, policies, and strategies
  - Fostering relationships with local jurisdictions, regional agencies, private developers, local residents, businesses, community groups, and other stakeholders
  - Encouraging convenient, safe multi-modal access to the transit system, with an emphasis on non-motorized access
  - Encouraging creation of housing options including market-rate and affordable units



### **Section 3: Authorization and Implementation**

The chief executive officer will establish an internal review process and appoint an internal Real Property Utilization Committee. The committee will review and categorize Sound Transit's excess real property inventory and recommend excess real properties to be declared surplus. The internal review process will include consideration of requests and referrals from outside parties, such as developers, non-profit organizations, and local jurisdictions.

On an annual basis, the chief executive officer will provide a report to the Board on Sound Transit's excess real property inventory.

The chief executive officer is authorized to declare real property that will no longer be needed for transit use as surplus when the fair market value does not exceed \$200,000. If the fair market value of such real property is more than \$200,000 but less than \$5,000,000, such declaration may be approved by the Sound Transit Capital Committee or the Sound Transit Administration and Operations Committee (or successor committees). If the fair market value of such real property exceeds \$5,000,000, Board approval of the declaration is required. Incidental use of real property does not require a declaration that the real property is surplus.

### **Section 4: Definitions**

Excess Real Property – property Sound Transit has acquired that does not currently have a transit use.

Excess Real Property Inventory – a property utilization plan that identifies Sound Transit-owned property not needed for transit purposes.

Fair Market Value – an amount in an open and competitive market that a well-informed, willing seller, who desires but is not required to sell, would accept, and that a well-informed, willing buyer, who desires but is not required to buy, would pay for real property after due consideration of all of the elements affecting value.

High-Capacity Transportation System – as provided by 81.104.015 RCW, high-capacity transportation system means a system of public transportation services within an urbanized region operating principally on exclusive rights-of-way and the supporting services and facilities necessary to implement such a system, including interim express services and high-occupancy vehicle lanes, which taken as a whole, provides a substantially higher level of passenger capacity, speed, and service frequency than traditional public transportation systems operating principally in general purpose roadways.

Incidental Use – real property that is compatible with and does not interfere with regional transit system uses. Air rights, easements, licenses, and leases may be incidental uses.

Real Property – land, including affixed land improvements, structures and appurtenances, and including fee estates, leaseholds, easements, vested reversionary interests, future interests and other real property interests, but not including movable machinery and equipment.

Regional Transit System – a high-capacity transportation system under the jurisdiction of a regional transit authority.

Surplus Real Property – real property that is in excess and no longer needed for transit use.

Transit-Oriented Development – compact public and private development that supports transit use

by emphasizing pedestrian and transit access, such as by clustering development and mixing land uses and activities at and around transit facilities.

## **Section 5: References**

Resolution No. 78-2: Procurement and Delegated Authority Policy

Resolution No. R2007-12: Sustainability Initiative

Resolution No. R2012-24: Transit-Oriented Development Policy

Resolution No. R2013-03: System Access Policy for Infrastructure and Improvements  
to Facilitate Access to Sound Transit Services

RCW 81.112: Regional Transit Authorities

Federal Transit Administration Circular C 5010.1D