

ULI Technical Assistance Panel Recommendations

City of Kent - Midway Station Area









ULI Northwest

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- Encourage the collaboration among all domains public and private of the real estate industry.
- Build consensus among industry and public leaders who influence land use, transportation, environmental, and economic development policies.

City of Kent

Kent is the sixth largest city in Washington State and third largest in King County. Kent's population as of April, 2010 was 92,411 according to the 2010 census. The total grew to an estimated 121,400 as of April 1, 2014, owing primarily to annexation.

A culturally rich destination, Kent features captivating neighborhoods, award-winning parks, exceptional school districts and nationally accredited police and fire departments. In recent years, Kent has experienced impressive economic growth, establishing itself as a force in the Puget Sound Region. The Kent Valley is the fourthlargest warehouse and distribution center in the United States and the second largest on the West Coast. Some of the region's most distinguished companies call Kent home, such as, Boeing Space and Defense, Flow International, REI, Oberto Sausage Co., Blue Origin Aerospace Company, Tazo Tea and Starbucks Coffee's roasting plant.

Contact us:

ULI Northwest 1111 Third Avenue, Suite 2150 Seattle, WA 98101

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

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ULI Technical Assistance Panel Recommendations

City of Kent

EXECUTIVE SUMMARY

As the Kent-Des Moines area prepares for the arrival of Sound Transit light rail service, the City of Kent is taking steps to make sure that the area is well served by the expanding system and that the specific location of the nearest station can be leveraged for transitoriented development (TOD) and related economic and environmental benefits.



At the same time, Sound Transit continues the planning and review process for choosing a precise route through the Kent-Des Moines area, and specifically through an area to the west of the Interstate 5 corridor known as Midway. In principle, the agency has affirmed TOD, emphasizing the value of dense, mixed-use development and walkable, transit-oriented communities near transit stations. TOD can leverage transit investment, not only by increasing ridership and reducing need to drive, but also by contributing to the economic growth and health of the Midway area.

"It's like you are replanting a forest. You're not going to have 100-foot trees in ten years."

Of the locations currently under study for the Kent-Des Moines Station, the State Route 99 (SR99) Median Station (Alternative 3) has a combination of advantages that make it the best choice among eight

studied alternatives for enhancing TOD in the City of Kent and the Midway area. It is very close to potential development sites, yet it does not remove land from development. The station would make light rail infrastructure highly visible at the same time that it presents a route for pedestrians to cross the highway. It is important to note that the full TOD benefit of this station location can only be realized if the station itself is designed and built with a mezzanine, so as to accommodate non-riders who are simply seeking to cross busy SR99.

Continuing review and planning should be informed by four overarching points:

Station location is by far the most important factor in encouraging transitoriented development. There are many factors that go into sustainable and growthpromoting TOD, including framework planning, related infrastructure, and design standards. But the value of station area planning and TOD depends a great deal on



INTRODUCTION

the location of the station. The best choices of station location and related alignment can leverage public investment in transit and local infrastructure for successful TOD. These choices can lead to private investment in TOD.

A station located on or near the freeway is at a disadvantage for TOD. Stations within or next to the path of the I-5 freeway would bring better transportation choices to the Midway area, just as all other station locations would. However, the proposed freeway locations hold much less potential for TOD. Compared to other alternatives, an I-5 station would be far from most desirable development sites, and therefore less accessible to pedestrians from any direction. The freeway would also present a barrier for vehicles seeking a park-and-ride opportunity from the east side of the freeway.

TOD focus must be on the long term. Investment in dense, mixed-use development in the Kent area in the short term is not supported by the local jobs and income base. Also, at the start of rail service, the Kent-Des Moines Station area will face market competition from other new station locations opening at the same time along the Sound Transit line. However, the market potential for TOD development in the Kent-Des Moines Station will mature, and the City should be prepared for TOD opportunities at that time.



Land banking is a key interim strategy. With a focus on the long term comes opportunity. Strategically located land can be assembled before market forces drive values higher, and as the market matures, the City of Kent will have time to refine plans for land use and infrastructure in the station area and explore possibilities for partnering with a developer. With this land, the City can meet some of the demand for parking in the near term and in the long term for the expanding system. Parking, both light rail parking and airport parking, could provide an important revenue source for TOD-related infrastructure.

Market demand will increasingly support dense, mixed-use projects in the station area. As the light rail system advances, demand for TOD around all

stations will be driven upward by increasing population, housing costs and traffic woes. In the meantime, the choice of station location can help insure that TOD can be aligned with long range goals for the health and economic development in the area.



BACKGROUND

The Midway area lies on a ridgeline between the Cities of Kent and Des Moines, around the path of Pacific Highway South (SR 99) about half way between Seattle and Tacoma. It is a linear area that partially spans the distance between SR99 and I-5, between the Kent-Des Moines Road (SR516) on the north and South 272nd Street on the south. Seattle-Tacoma International Airport is four miles to the north.

Historically, the area began urbanizing in the 1930s and 1940s with the construction of Pacific Highway South (SR99). Popular destinations for entertainment included the Midway Drive-In and the Spanish Castle, an iconic roadhouse venue memorialized in Jimi Hendrix' "Spanish Castle Magic." Long-time land uses include light industrial operations, outdoor storage yards, long-haul truck sales and service, mobile home parks and small apartment complexes. Strip malls and big box stores have replaced a number of historic motels and small businesses along the highway.

There are two closed landfills in the area, Midway and Kent Highlands, now being prepared for reuse by the owner, the City of Seattle (Seattle Public Utilities).

Highline Community College, buffered by the commercial corridor to the west of the highway in the City of Des Moines and the City of Kent, serves 18,000 students and provides 1,200 jobs. The college recently completed a master plan to grow the campus in partnership with Central Washington University.



In 2006, local cities including the City of Kent completed the Pacific Highway Rehabilitation Project, a \$21 million slate of improvements that includes sidewalks, pedestrian-scale lighting and a redesigned left-turn lane connected with a planted median. Two HOV lanes, bus bulbs, and queue jumps were added to the existing five-lane highway to accommodate King County's Transit Now program for Bus Rapid Transit, and the system now connects with the SeaTac Airport Light Rail Station.

The City of Kent, with a population of 114,000 in 2010, has a target growth of 15,648 jobs and 10,858 households by 2035. A joint planning effort between the Cities of Kent and Des Moines called "Envision

Midway," resulted in the City of Kent Midway Subarea Plan of 2011. The plan embraces the arrival of light rail transit, with the goal of transforming Midway into a sustainable community—one that not only supports commercial development but also has a range of transportation, housing and education options for a growing population.



With a current southern terminus at Seattle-Tacoma International Airport, Sound

Transit is analyzing alignments and station locations for an extension of the Link Light Rail line south to the Midway area. With the extension, the Kent-Des Moines Station, in the Midway area, will become the new southern terminus, although the system is expected to continue expanding south to Tacoma in the future.

In 2014 the board of Sound Transit adopted a policy for transit-oriented development



(TOD), with this statement: "The Board is interested in supporting land use change or other economic development that improves quality of life, allows achievement of comprehensive and regional plans and maximizes ridership."

Successful TOD depends upon cooperation between public and private sectors. While planning and public investment go a long way toward determining the ultimate success of TOD, the best outcomes also depend on market demand and flexibility in development timing and regulations. Strategic planning can leverage the demand over the long term.

While long-term demand for development around light rail could be significant, there is little potential within the next 20 years for robust demand in the Midway area due to several overriding factors:

- Current incomes and jobs do not support rents needed for new construction.
- The area lacks pedestrian-friendly amenities and attractions that invite visitors along the proposed light rail routes.

• There is minimal current or future demand for TOD generated by Highline Community College. Representatives of the college highlight that students live close by for the most part, and this seems unlikely to change.

• Rail transit times from Midway to major employment centers are not competitive at this time, although these times will become attractive as freeways become more congested.

• In 2023, the East Link will extend service to Bellevue and Redmond. Wherever it is located, the Kent-Des Moines Station will be the southern terminus for the regional light rail system until funding is secured for extending service. Until the market for TOD in the area matures, and while the Kent-Des Moines Station is



GENERAL

CONSIDERATIONS

a terminus, land use needs will be imbalanced in favor of parking.

• Several other stations along the system will be opening in 2023, and they will all be competing in a similar market for potential TOD residents.

However in the long term (15 to 20 years in the future and beyond), several factors will support growing demand for TOD in the Midway area. These include:

- Continued population growth of Central Puget Sound.
- Increased traffic congestion and costs of driving.
- Expansion of light rail to the south.

These regional conditions will increase demand. But in addition to its heritage, the Midway area will have a special attraction for developers, buyers and tenants if it also has:

- A strategically attractive station location.
- Large tracts of available land near the station.
- Improved public infrastructure and amenities within and around the station.





STATION ANALYSES The following station areas in the Midway area are under consideration and undergoing analysis by Sound Transit through the environmental study and review process. Advantages and disadvantages for transit-oriented development at specific station locations are presented below.

HCC Campus Station

Most of the advantages of the Highline Community College (HCC) Campus Station (Alternative 1) derive from the fact that the track is trenched. Advantages include:

• Better visual and urban design impact. A trench design places the tracks and much of the required transit infrastructure below grade and largely out of sight. It allows the station headhouse(s) to be single-story with minimal footprint, opening up clear sightlines between the college buildings and SR99.

• Better connection to the campus. The below-grade trench would allow an expansive at-grade plaza to lid the tracks (up to approximately 200 lineal feet), providing important gathering space for the public and the HCC community. It would also offer clear and convenient pedestrian and bike access to the college, which encourages transit ridership among its 18,000 students.

• Less expense and disruption. Compared with an aerial guideway, the trench costs less to build. The tracks could enter the trench at grade through a ravine at the northern edge of the HCC campus. The western alignment eliminates the need for additional track length and curves required to reach alternate eastern station locations, and the businesses and properties along the highway are only minimally impacted.

• Less opportunity loss. There is no encumbrance on Kent's prime TOD property to the east of SR99.







Less disruptive alignment to north. Because it moves less in east-west direc-

tion, and follows the path of a ravine at the north, the costs of the alignment are lower.

Disadvantages of this location include:

Station location. It is outside the jurisdiction of the City of Kent and at some distance from the city's largest TOD parcels.

Impacts to college. This location would greatly reduce options for college campus construction, bring disturbances with station construction and reduced existing parking.

Small transit-adjacent parcels only. In the short and long term, large-format TOD possibilities next to the station are limited. Significant changes to the proposed bus transfer areas would be required to achieve market-developable parcels. It is critical to note that the plan currently includes two small station entry buildings and two at-grade pedestrian connections over the tracks, but it does not include a public plaza or additional urban design and wayfinding improvements on HCC property, which would help to adequately link the station to the campus. It does involve a new at-grade, signalized intersection at 236th and SR99, a change that is relevant when comparing this alternative to the pedestrian bridge that could be included with the SR99 Median Station (below).



SR99 West Station

This station location (Alternative 2) has the major disadvantage of destroying or overshadowing current development in its path. At the same time it widens a transportation corridor that already divides the community and discourages walkability and TOD. It presents no TOD advantages over the favored station alternative under study, SR99 Median Station (following).

SR99 Median Station

The SR99 Median Station (Alternative 3) has significant advantages for transforming the Midway area. It is close to potential TOD locations and can be built without removing large areas from potential development. At the same time, the station can serve as a bridge across SR99. It is important to note that the full advantages of this station location can only be realized if the station is designed and built with a mezzanine so as to accommodate non-riding pedestrians who are simply seeking a way to cross the busy highway.

Advantages to this station alternative include:

Potential to be transformative as well as cost-effective. If added to the station design, a pedestrian overpass will add value to retail and commercial property. Enabling pedestrians to cross the busy corridor will add value to property on both sides. This connection will become increasingly important as TOD adds to the nearby residential population.









SR99 East Station

• High visibility as new infrastructure. At the center of the highway, the aerial guideway and station would become a beacon for transit users as well as pedestrians looking for a crossing.

• Potential to rebuild the entire street between South 236th and South 240th Streets. The construction of the station presents possibilities for transforming a four-block section of an aging highway corridor.

Possible disadvantages include:

• Highly visible elevated guideway infrastructure in the center of the median. This will affect solar access to parcels on both sides of SR99, and block some views from tenants in the first four floors from grade to approximately 45 degrees, along the full length of the elevated guideway.

> • Changes in development potential along highway frontage at station location. A section of highway would be permanently altered in favor of new uses.

• Needed plan revisions. The current alternative shows a surface crossing of SR99 at 236th only. The preference for this station alternative is based on the addition of a mezzanine that connects to an elevated pedestrian bridge across SR99.

• Certain limitations on ground floor development potential along highway frontage. Column spacing in the center median will reduce the visibility of commercial retail storefronts and eliminate the potential for mid-block left-hand turning movements.

SR99 East Station was eliminated from discussion for reasons similar to SR99 West Station (see above).

30th Avenue Stations

The 30th Avenue West Station and 30th Avenue East Station (Alternatives 5 and 6, both elevated) were ultimately eliminated as contenders for best locations for TOD primarily because of the deleterious effects on the established urban fabric of Kent. Each of these alternatives appears to:

- Bifurcate development parcels.
- Create inefficient building parcels.
- Compromise 30th Avenue South as neighborhood spine.
- Minimize cohesiveness of potential master plan.







I-5 Stations

The I-5 Stations (Alternatives 7 and 8, both elevated), were eliminated from extensive discussion due to:

- Distance to Highline Community College (8 minute walk).
- Limited TOD opportunity.
- Poor park-and-ride access.

• Both Alternatives 7 and 8 include diversions from I-5 to SR99 or vice versa, neither of which are feasible or optimal options.

SR99 West Trench Alternative

The SR99 West Trench Alternative is not among those studied in the draft environmental impact statement, but it is offered here because it combines certain advantages of alternatives 1 (trenched path) and 3 (alignment with Pacific Highway South). In this alternative, the location of the trenched station would be along the west edge of SR99 in an area now occupied by a self storage facility. It:

- Maintains the integrity of the college campus.
- Has minimal visual and design impact.
- Connects to the college at grade.

• May allow college administration and shopping center buildings to remain.

• Allows for pedestrian infrastructure or co-development, such as an expansive public plaza, on a lid or partial lid structure.

Among the disadvantages, it:

• May require additional excavation beyond proposed trench design, as well as additional trenched track routing to the north and south of the station.

• May require purchase of additional property, including a self-storage facility.

• Requires Sound Transit to review an additional design alternative.

• Removes approximately 60 feet of lot depth (development potential) along the west side of the highway the length of the

trench.

• Limits or removes pedestrian and vehicle access from SR99 to properties located along the west side of the trench. Lidding the trench beyond approximately 200 lineal feet (for example to allow over-track development to reach the SR99 sidewalk) would require significant structural expense and mechanical ventilation for the track level, both of which may be beyond the ability of TOD to amortize in this market.

Increases the perceived width of SR99.



 PROMOTING TRANSIT-ORIENTED DEVELOPMENT		the best transit-supportive zoning and parcel-by-parcel development can't do ne. Successful TOD requires a combination of the following factors:
	•	Compelling vision
	•	Sound planning
	•	Coordinated multi-stakeholder efforts
	•	Strategic public-private investments
	•	Long-term outlook

In the Midway area, it may be some time before the market can attract dense, capital-intensive TOD. Emphasis should be on strategically acquiring and holding land that can be used for TOD when the time is right. Panel recommendations include:

"A freeway severs communities instead of knitting them." • Assemble as much land as possible east of SR99. In the long term, the size and location of land along 30th Avenue South presents the opportunity to develop a dense, walkable, mixed-use and transit-supportive community. Currently, the under-use of these properties increases the perception of risk to market development.

• Leverage Sound Transit investment. A transit station in the Midway area should become the center of new pedestrian connections. If the Cities of Kent and Des Moines can acquire land to this end, opportunities for TOD will increase along with system ridership.

• Use parking as a catalyst. Land strategically acquired for TOD can produce income for the city as parking space while plans for extending the line to the south proceed and the market for TOD matures. Land banking revenue (through leases to existing businesses, direct airport parking or tax on potential Sound Transit parking fees) can support acquisition costs and new neighborhood infrastructure. When the

market matures, it will be these parking areas that present opportunities for TOD.

• Work with the City of Des Moines and HCC. A thriving transitoriented neighborhood centered on the Kent-Des Moines Station will involve areas outside the City of Kent. Services, land use regulations approvals and municipal infrastructures should be coordinated with HCC



and with the City of Des Moines to create an attractive development market.

• Actively manage the TOD process. Successful transit-oriented communities must be nurtured as they grow. City policies and regulations appropriate at the outset will need to be adjusted as new projects come on line. The disposition process





for Sound Transit TOD sites will require active engagement from the City of Kent to become strong assets in the developing station area.

In order to take full advantage of TOD opportunities, it will be important to work with market forces to encourage development that is appropriate to the particulars of the Kent-Des Moines Station area. This calls for flexibility in regulatory requirements. Specific suggestions include the following:

• Do not require retail along the full length of street frontages.

• Do not require structured parking, especially in early TOD phases.

• Consider variety of potential uses, with varying densities, from small lot single family to rowhouses, townhouses and low-rise apartments.

• Increase height limits from 55 feet to 65 feet, or limit height based on number of stories (7) rather than measurement in feet.





CONCLUSION As the region's light rail system expands, the futures of small cities and communities will be shaped over time by the position of light rail connections.

The coming of light rail to Kent, Des Moines and the Midway area will spur development, but the degree of benefit will depend upon the ability of all parties to work together to find the best path and position for stations.

"The last thing we want is for land to stay vacant because we've overbuilt parking." Just as it is important to minimize disruptions of existing urban fabric, it is also critical to maximize potential for transit-oriented development, and Sound Transit and the City of Kent are both committed to achieving the best TOD result. Decisions made now, as routes and station locations are set, will largely determine the degree of benefit that the community derives from the arrival of light rail.

Among the alternative station locations studied, the SR99 Median Station is favored, because along with pedestrian access to the station, this alternative presents opportunities for making the presence of light rail connections clear and apparent and for blending TOD with existing urban fabric in the area. It's close to prime TOD property and presents highly visible new infrastructure that can help to transform the corridor. It has the potential to add value to adjacent retail and commercial property by providing an inviting and prominent pedestrian crossing.







ULI Northwest Technical Assistance Panel Professional Biographies

Al Levine, formerly Seattle Housing Authority, Seattle, WA (Panel Chair)

As Deputy Executive Director of the Seattle Housing Authority (SHA), Al Levine oversaw SHA's Development, Construction and Asset Management programs. Under his leadership, the agency took on five HOPE VI redevelopment projects including High Point, which received the 2007 ULI Global Award for Excellence, and New Holly, recipient of the HUD-CNU Award for Changing the Face of America's Public Housing. Al received his B.A. from Hunter College of the City University of New York, and his Masters in Urban Planning from the University of Washington. Al currently serves on the Advisory Board of ULI Seattle, serves as adjunct faculty for the College of Built Environments at the University of Washington, and is a member of the College's Department of Planning and Urban Design Professional's Council. He has also served on the Pike Place Market Historical Commission and the Boards of Directors for Common Ground and the Housing Development Consortium of Seattle-King County.

Dave Cutler, GGLO, Seattle, WA

Dave Cutler focuses on complex and contested projects that range in scale from buildings to districts, working with publicprivate partnerships, outcome-based development codes, mobility infrastructure, and community stakeholders to create places that are highly sustainable, holistically planned, and cherished. His experience includes residential, mixed-use, and institutional architecture and master planning, overseas and in the United States. Outside of the office, Dave can usually be found speaking on urban design or advocating for urban policies that create healthier relationships between people and place. Dave serves as chair of the Seattle Planning Commission, co-chair of the Seattle Light Rail Review Panel, and is a board member of the Seattle 2030 District. In 2013, David was named to McGraw Hill's ENR Northwest "Top 20 under 40."

Dan Eernissee, City of Shoreline, Shoreline, WA

Dan Eernissee joined the City of Shoreline after 10 years serving in the private sector as development lead on over \$300 million of residential, retail, and lifestyle-center development. As Economic Development Manager, Dan focuses on attracting investment to Aurora Avenue North that will transform Shoreline's 3-mile corridor from an aging strip retail corridor into an eclectic 21st Century neighborhood and employment center. Dan is also the President of Lavoro Development, Inc., holds degrees in both business and theology, and teaches real estate investing and business ethics at two Seattle-area universities. He is a proud member of a family that includes a triple-threat daughter, a Renaissance son, and their extraordinary mother.

Steffenie Evans, Legacy Partners, Seattle, WA

Steffenie Evans has over 10 years of real estate experience in the Pacific Northwest. She is currently the project manager for the 278-unit Bowman apartments in Wallingford and the 209-unit Hadley apartments on Mercer Island. Most recently, she completed the 195-unit Youngstown Flats apartment community in West Seattle. Other notable projects involving Steffenie include Legacy at Riverpark and Legacy at Pratt Park apartments. Before joining the team at Legacy Partners, Steffenie spent six years in commercial real estate brokerage. While employed by Cushman & Wakefield, she closed 11 sales worth \$170 million and served as a consultant to a start-up commercial brokerage firm. During business school, Steffenie worked on development projects with Opus Northwest and the Low Income Housing Institute. She holds an MBA degree from the University of Washington and a B.A. degree from Rice University.

Glen Scheiber, Holland Partners, Seattle, WA

For 18 years, Glen Scheiber has been active in the Pacific Northwest commercial real estate industry. He currently directs development at Holland Partners of over 2,000 units in the Seattle market. He recently completed four award winning communities in South Lake Union: True North, Rivet, Hue, and Union. He is also responsible for pipeline production in the Seattle and Bellevue markets. Previously Glen held development responsibility for 600 multifamily units for Trammell Crow Residential in Seattle. Projects were located in Ballard, Greenlake, and Kirkland neighborhoods.



ULI Northwest Technical Assistance Panel Professional Biographies

Eric Schmidt, Cascade Design Collaborative, Seattle, WA

Eric Schmidt has 38 years experience working on urban redevelopment and infrastructure projects across the United States and internationally. He specializes in working with public agencies on complex planning projects that involve multiple stakeholders while also balancing diverse community needs and interests. His expertise is in real estate development, pedestrian and bicycle planning and design, Crime Prevention Through Environmental Design (CPTED), Context Sensitive Solutions (CSS) principles, Green + Complete Streets, and low-impact development strategies. Eric also has extensive experience in drafting design and land use regulations that incorporate sustainable design and SMART Growth principles. Local projects include Federal DOD, US Army COE, State, County and City contracts for transit and streetscape projects, as well as tribal, municipal and academic campus master plans. Before founding Cascade Design Collaborative, Eric was the Director of Downtown Planning and the Director of Urban Design for the Boston Redevelopment Authority for seven years. During this time he led the Central Artery Park and Redevelopment Master Plan, Midtown Cultural District Plan, the Harborwalk Plan, neighborhood residential and business district revitalization plans, and private mixed use re-development projects.

Pete Stone, Trinity Real Estate, Seattle, WA

Pete Stone is a seasoned real estate professional with more than 20 years of investment, development, asset management and consulting experience in all commercial real estate sectors, including office, industrial, apartment, hotel, and retail. Pete is currently a Principal at Trinity Real Estate, a Seattle based real estate investment and advisory firm where he is focused primarily on acquiring under-performing assets as well as establishing and maintaining relationships with institutional capital partners. Before joining Trinity, Pete spent more than 11 years working at ING Clarion Partners, an institutional real estate investment management firm, where he closed over \$2 billion worth of investments. Pete has negotiated complex and creative investment structures, including joint ventures, mezzanine debt, and preferred equity. Before ING, Pete spent several years with the US real estate subsidiary of Sumitomo Life, where he was in charge of a number of complex workouts and redevelopments for both hotel and office assets. Pete is a graduate of Cornell University (B.A.) and New York University (M.B.A.).

Ross Tilghman, The Tilghman Group, Seattle, WA

Ross Tilghman is a transportation planning consultant with his own practice, the Tilghman Group. Working nationally and internationally, he tailors transportation plans for a wide variety of land uses to fit their environmental, historical and cultural settings. He brings 30 years of experience, including serving as Executive Director of a Main Street downtown business improvement district where he managed planning and funding for a 5-block streetscape project completed in 2002. Ross offers extensive experience creating circulation and parking solutions for downtowns, historic districts, recreation areas, special event facilities, and other settings. Ross serves on ULI Northwest's Sustainable Communities Task Force where he helped organize the inaugural course for the Center for Sustainable Leadership. Ross was recently appointed to the Seattle Design Commission that reviews public projects for design excellence. He received his MA in Geography from the University of Washington and BA in History from Washington University in St. Louis.

Stakeholders

Mayor of Kent Suzette Cooke

Kent City Council Members Jim Berrios

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Contact us:

ULI Northwest 1111 Third Avenue, Suite 2150 Seattle, WA 98101

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