ULI Northwest

EVERETT STATION DISTRICT

Technical Assistance Panel

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ON THE COVER: Everett Station looking towards downtown to the northwest | *Lizz Giordano / The Herald*

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ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

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Learn more at northwest.uli.org/get-involved/technical-assistance-panel/.

Distinct from Advisory Services panels, TAPs leverage local expertise through a half-day to two-day process.

Acknowledgments

On behalf of ULI Northwest, the panel would like to thank Housing Hope, the Everett Station District Alliance, and Northwest Studios for providing the opportunity to offer recommendations around this important topic.

Special appreciation goes to David Cutler, Brock Howell, and Ed Peterson for their support and coordination leading up to and during the virtual TAP process.

The panel would also like to thank the numerous stakeholders, business leaders, academics, neighborhood representatives, and public sector officials across Everett who shared their perspectives, experiences, and insights with the panel.

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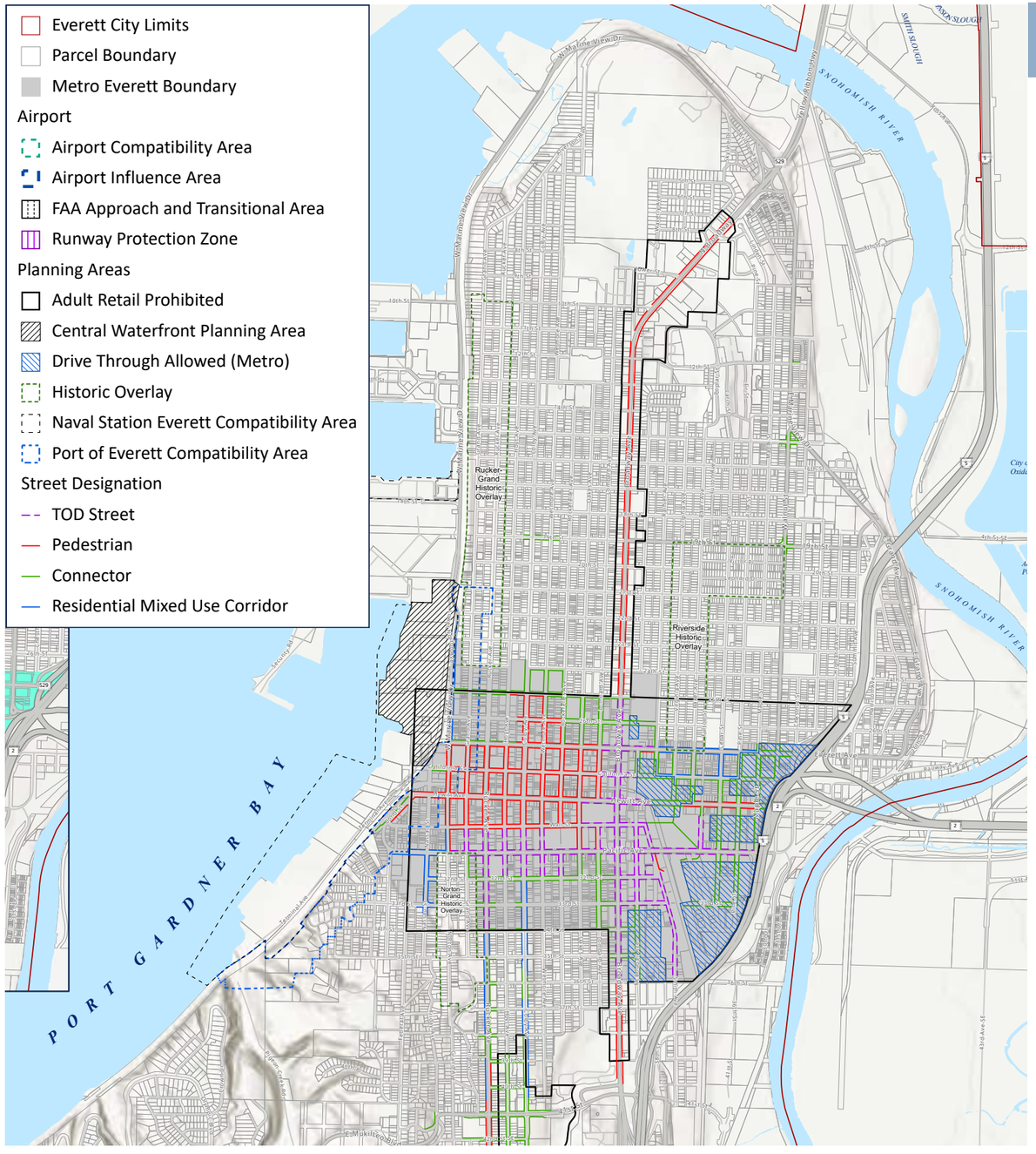
Zoning Overlay and Compatibility Areas Map.



CITY OF EVERETT

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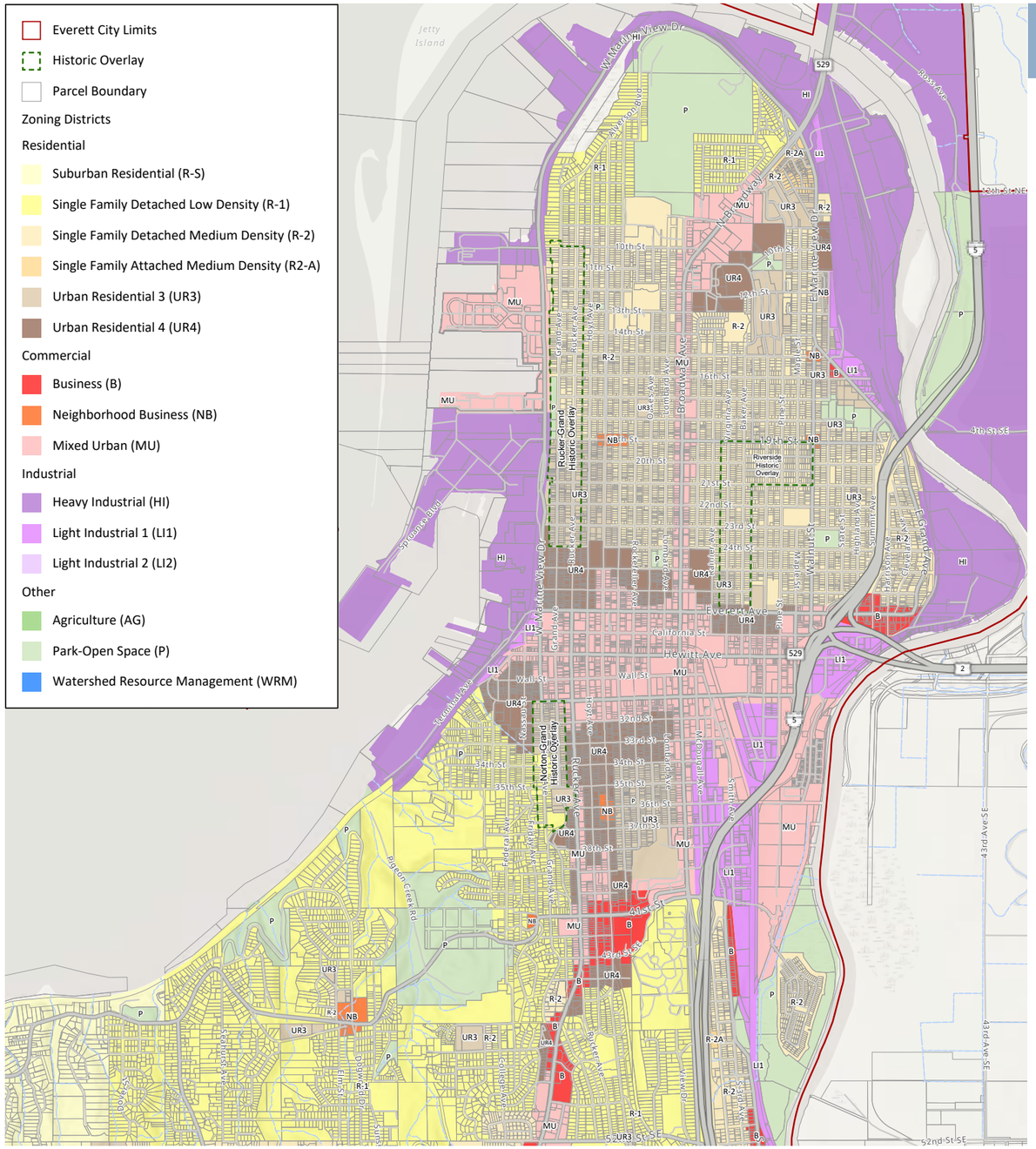
Official Zoning Districts Map.



CITY OF EVERETT

EXECUTIVE SUMMARY

With the long-awaited arrival of regional light rail transit and construction of an Everett Station, the City of Everett and its partners face a need to secure the best outcome for the city and plan for transit-oriented development (TOD) in the larger station district (District). Based on professional experience in similar situations, a ULI Northwest TAP was specially convened around this need. The Panel made the following overarching points:

- **Communicate with Sound Transit.** Because the future of Everett is at stake, the City and its partners must engage early and often with Sound Transit to advocate for City interests. The City should seek to partner with Sound Transit at every phase of planning for the station, either directly or through a designated governance structure for the District.
- **Plan around employment.** There is tension between hopes for new residential and mixed-use development often associated with TOD and the survival and prosperity of current manufacturing businesses in the District who are primarily dependent on the highway system for access to materials and markets. For this reason and also because employment and light manufacturing uses can be highly compatible with rail stations, the panel has based its short and medium term recommendations on employment-based TOD, sometimes called ETOD. A thorough and detailed mobility plan will be necessary to account for trucks and other manufacturing-related traffic, along with cars, bicycles, buses and pedestrians once the station location is decided.
- **Mind the timing.** As key decisions are made, including the selection of a station design and location, other decisions must be made in a new context. As planning around the Everett Station continues, all opportunities, including the following recommendations, are subject to timing constraints based on previous commitments.
- **Leverage the future.** Look for opportunities to engage with nearby cities and industrial groups to bring value to the station area. Identify future potential that builds on the assets of the specific location of Everett in the region, as well as its relationship with the forestry industry. This might mean supporting and promoting a technology like cross-laminated timber (CLT) that links sustainable forestry with new products and structures. This in turn could attract future businesses and workers to the area and position the area as an Innovation District for engineered wood.

Planning for TOD will involve using existing studies and also new analysis to plan for future zoning and pedestrian infrastructure. With this in mind, the Panel addressed questions and offered recommendations regarding the station location, governance, funding and phasing of all decisions.

Recommendations

Station Location and Development Objectives

Recognizing that station location is the keystone of TOD, the panel determined that the preferred location cannot be selected at this time because Sound Transit is still involved in system engineering and evaluating constraints. Instead of choosing an ideal location based on incomplete information, the panel recommends a key set of criteria that the City and its stakeholders may use to inform decision-making. The successful use of these criteria will involve comparisons of different station locations, along with intensive mapping of existing freight routes and industrial uses of roadways.

Sound Transit will soon be engaged in an intensive study of alternative station locations over the next two years. While this choice will be based in part upon feasibility determined by the agency, the potential for optimum TOD and long-term value to the City should also drive the choice of station location. The Panel suggested the following criteria:

- Station accessibility, convenience, and safety for pedestrians
- Land use opportunities and impacts (including displacement and gentrification)
- Cost factors (land acquisition, code implications and construction costs, need to add or revise)
- Trackway operational impacts and platform height (grade factors external to station)

In order to make the most of the opportunities presented by the future light rail station, the City of Everett must make some critical choices about governance. This, in turn, will help lead to partnerships and models for funding desired TOD.

Governance

The careful choice of a governance model will give predictability to the future of the station area. It is assumed that the City will take a leadership role in the strategic direction and execution of development, but thoughtful attention must be paid to City and community priorities to ensure continuity in leadership while adapting to evolving needs. Desired capacities for the development organization include:

- Land banking
- Taxing authority
- Community connection
- Political capital

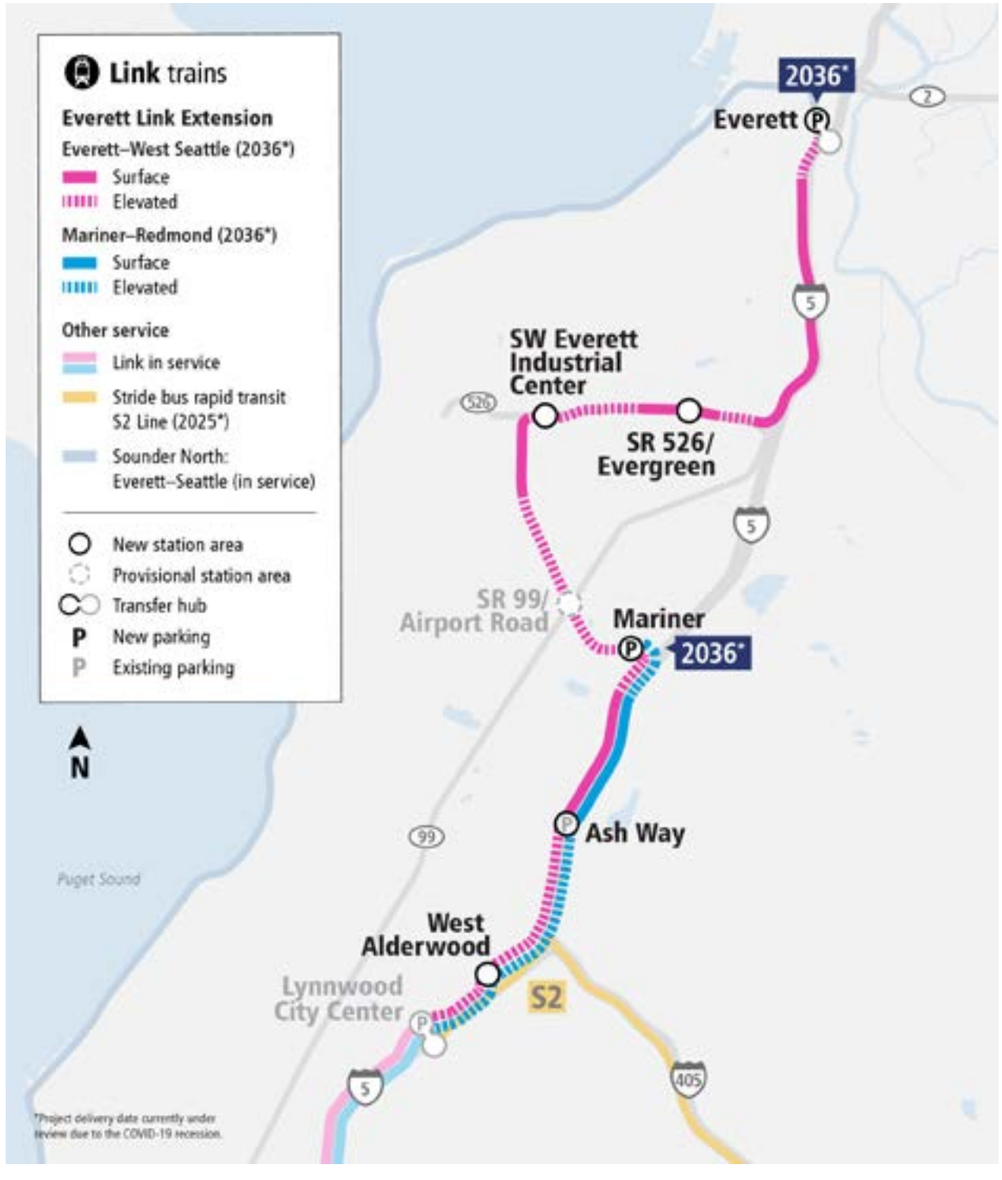
Financing

The City and its partners have a range of financing tools available to incentivize development to support their vision for Everett Station. Models include:

- Impact fees and fee credits
- Zoning incentives through shared use parking
- Development standards like height, and floor-area-ratio (FAR)
- Corporate tax incentives
- State and Federal funding sources

Recommendations are not intended to constrain development which may occur prior to the station location decision and therefore influence that decision. They are meant as a framework and guide for planning at any stage in the development of the larger Everett Station area.

"If you can make the pedestrian experience a positive one, people will walk a block to a connection."



Link Light-Rail expansion map along the northern line (pre-pandemic timing).

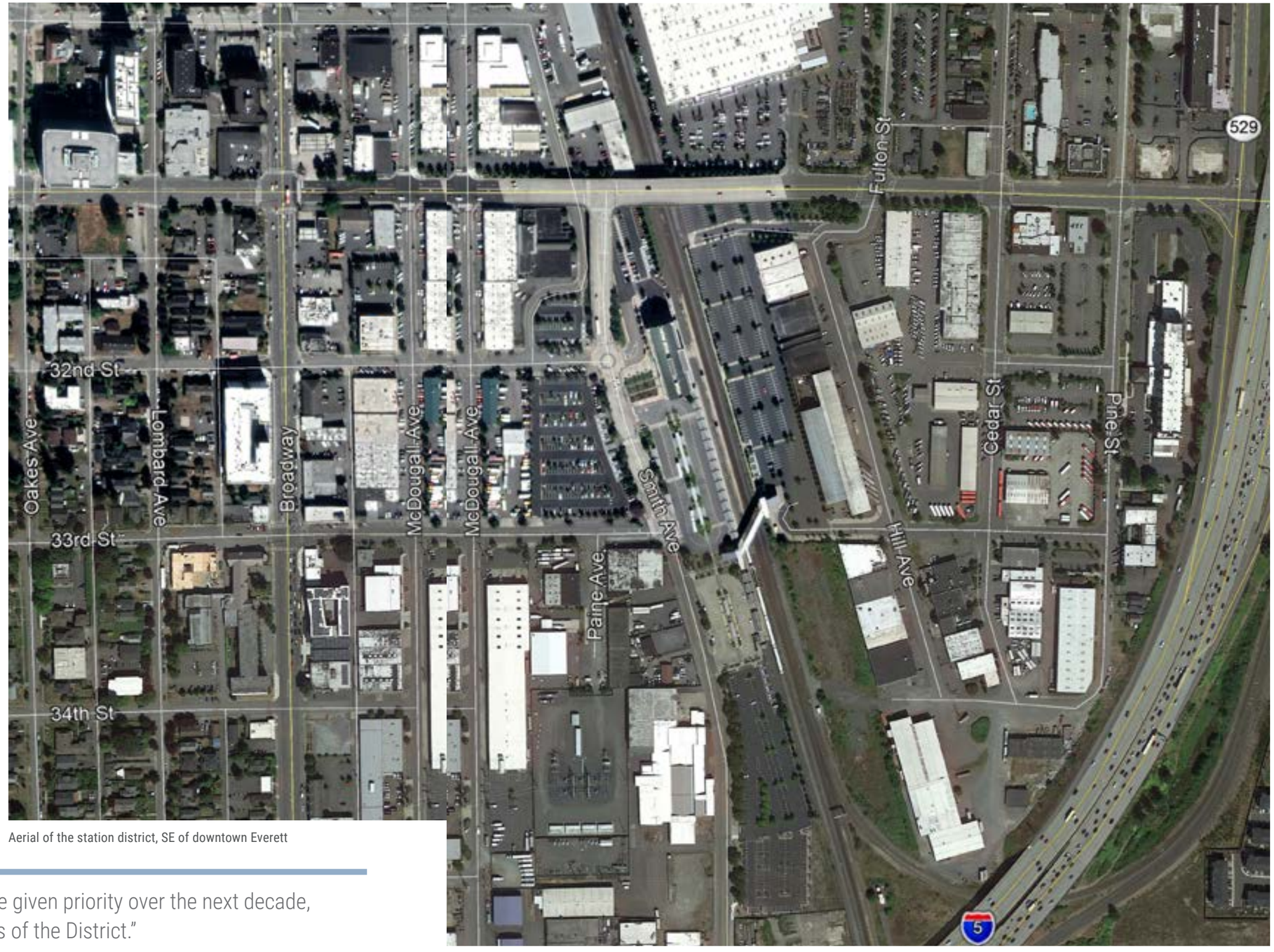
EXECUTIVE SUMMARY

Phasing & Next Steps

Decisions and actions around TOD should be undertaken in sequence, according to three phases: short, medium and long terms. These phases do not correspond exactly to calendar years, but rather to stages of planning and development in place.

Experience in other cities has shown that optimal development of a transit station area is directly linked to the design and construction of the station itself. Related development decisions must happen before the station site is selected. It should concurrently avoid land use conflicts to facilitate joint or adjacent development with the station. Alternatively, it could happen after station completion as the TOD market matures.

Given current market conditions, preservation of employment should be given priority over the next decade, especially in the southern and eastern areas of the Station District. Elsewhere, particularly to the west of Everett Station, planning and land banking for new residential units can follow in the mid- and long terms. It is possible that market conditions will allow transit-oriented development in the station area earlier (next 10 – 15 years) and that development would be supported by the current zoning policies in the Metro Everett Subarea Plan. Specifically, housing providers active in the Everett area, like Housing Hope, may also be positioned to partner with Sound Transit for housing and mixed-use development in the District if funding and economics allow.



GOOGLE EARTH

Aerial of the station district, SE of downtown Everett

"Preservation of employment should likely be given priority over the next decade, especially in the southern and eastern areas of the District."

INTRODUCTION

The buildout of light rail into Snohomish County has long been desired and carefully planned as an integral component of the Puget Sound Regional Council's 2050 Plan. Possible locations of the expanded Everett Station, which will be the northern terminus of Sound Transit's Link Light Rail system, are now being analyzed, along with options for rail alignment entering Everett.

No matter where the station is ultimately sited in Everett, the City will continue to be a regional transportation hub for Snohomish county. With good planning and innovative partnerships, Everett can leverage the significant regional investment in light rail transit to retain and expand its employment base and attract much-needed affordable housing.

The City of Everett and a wide variety of stakeholders have been fully engaged in this multi-modal planning effort. In anticipation of Sound Transit's alternative analysis and Environmental Impact Study (EIS), the City of Everett prepared a variety of studies including its Metro Everett Subarea Plan (2018, 2020) which identified a preferred station location and also resulted in a significant rezone of the downtown and land stretching east to Interstate-5.

A volunteer panel of senior real estate and land use professionals convened by the Urban Land Institute (ULI) Northwest analyzed possibilities for transit-oriented development and planning within the Everett Station District. The TAP met virtually over the course of several days to review key information, interview community stakeholders and respond to the following questions.

1. Where is the optimal location for the Sound Transit Station to incentivize inclusive and equitable TOD?

2. What governance models should be considered to manage the ongoing development and evolution of the Everett Station area? For example, what near-term, mid-term, long-term processes or activities should be considered now to help address existing hurdles to implementing the concepts identified by the TOD study, or by the TAP? Who are the key actors required (public officials, private sector, etc.), and what roles and responsibilities must be defined and assigned?

3. Drawing from ULI's international library of project funding/financing models, what tools might augment the financial strategies identified by the study for the catalyst sites? What tools might help to incentivize complimentary infill private-sector development – opening the process of development to a diverse range of developers?

4. What ULI Case Study models might the project look to for mixed-use, environmentally sustainable TOD with a commercial/institutional emphasis; with a light-industrial emphasis; in emerging markets? What specific aspects from these case studies should help to inform this project? What actions should be taken to engage effectively with potential development partners?

This report covers the Panel recommendations and ends with a list of examples of successful TOD from around the world in Addendum A, selected for relevance to a future Everett Station District.

SKYTECH AERIAL PHOTO, INC.

Aerial of Everett from the west

"Don't forget public open space and gateways."

RECOMMENDATIONS

This section seeks to answer the above questions and offer an analysis of the recommendations in the following areas: Station Location and Development Objectives, Governance, and Financing.

Station Development Objectives

Both the level and location of the light rail station will determine the possibilities and reality of future land use and development in the Everett Station District. While system engineering and other functional factors will play a key role, it is important that the station area's future needs are balanced and not solely decided by the needs of automobiles and freight. The City is encouraged to seek answers to critical questions about the station that will affect future development in Everett. Sound Transit has every reason to desire a good outcome for the arrival of light rail to Everett, including new job opportunities, attractive development, equitable housing choices, and overall prosperity.

Sound Transit must now complete its independent planning analysis in 2021-2022 of alternative alignments for the Lynnwood to Everett Link Light Rail segment along with options for station locations. This alternative analysis study will follow Sound Transit's three stage process in which engineering and cost factors will initially eliminate some infeasible options. In the second and third stages, a further evaluation of design, land use, and cost will then yield two or three alternatives which will be carried into the EIS for more detailed review of a preferred alternative.

As of this writing in March 2021, Sound Transit faces sizable budget shortfalls which will likely delay the delivery of light rail to Everett. Sound Transit will also study a minimal operating segment that does not reach Everett Station for some time. It is important to note that the deficit has impacted all Sound Transit projects planned beyond 2029, including Everett Station, which was originally slated for 2036.[1]

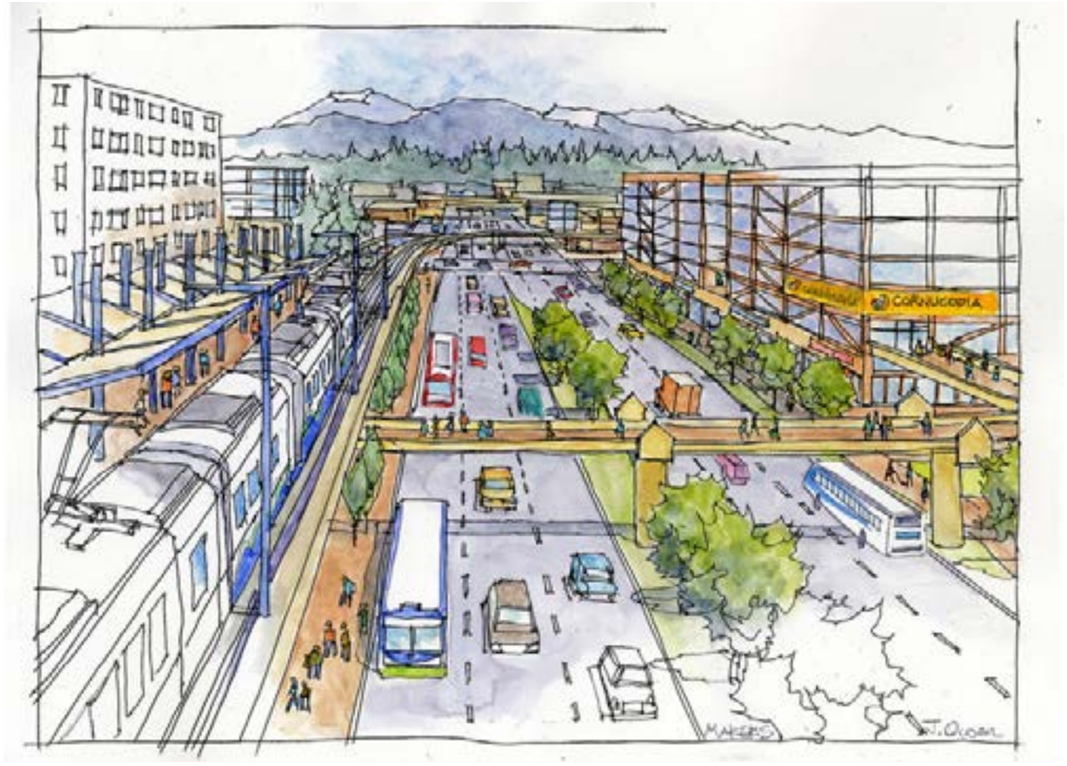
Although delays in planning and construction may occur, Sound Transit has committed substantial resources to perform the alternative analysis study and provide the framework for a final decision. Given these current and future investments, the Panel determined it is premature to predict an optimum station location at this time. However, it is imperative for the City of Everett, property owners, community groups and stakeholders to maximize their influence on these critical station location decisions by continuing to be fully engaged in their own planning and environmental siting process and communicating findings to Sound Transit. Without this communication before, during and after the release of the EIS, the agency must anticipate the needs of the City on its own, along with engineering and cost considerations.

1 Sound Transit Program Realignment Illustrative Scenarios February 2021 (slideshow)

LOCATION CRITERIA

Many variables will come into play in the engineering and placement of the station, but the criteria below should be useful in scoring the level of benefit to the City. These criteria can be better applied using existing mobility plans or visions for the neighborhood. They include:

- **Station accessibility, convenience, and safety for pedestrians.** Each location under study must be evaluated for its capacity to create safe or dedicated paths and walkways for pedestrians through and around the station. These pathways should be short, obvious and safe, allowing transit riders to cross existing barriers and quickly and predictably board a train or reach a destination after deboarding. All other factors aside, the convenient distance for pedestrians is generally a half mile or under.
- **Land use opportunities and impacts.** The closer to the center of Everett the station is, the more it will contribute to the City's long-term prosperity and goals for economic development. Many transit riders will be commuters, beginning or terminating trips at the station, and some will be regional day-visitors to Everett. A minority will be making connections with other transit systems and meeting pickup and drop-off drivers. In the longer-term, fewer will be driving themselves and parking or returning to a car. In any case, the centrality of the station will have a positive effect on the economy over the shorter and longer terms. The station planning process must take these implications into account as any set of locations are studied.
- **Cost factors.** There are advantages and disadvantages in placing a station within or near an existing urban grid of streets and walkways. It will serve the City more directly and the pedestrian grid can simply be re-knit after necessary demolition. Construction may interfere more with existing utilities and other costly infrastructure, however. The City of Everett should also consider the placement of underground utilities and other infrastructure that might need to be relocated. Construction costs, for instance, would include the logistics of supply and staging of construction materials and equipment.
- **Trackway operational impacts and platform height.** At-grade, above-grade or below-grade stations and rail platforms have very different implications for the surrounding grid of streets and walkways. An at-grade station may result in better connectivity for transit riders, but will also be a barrier, not only for the length of the station but also for the 'spur' track that extends to the terminus. The impacts of platform height upon the city and its existing transportation network are different for every location. In station locations such as at the Spring District in Bellevue, the height of the platform and station was determined by expressed developer interest in co-development or associated development.



JOHN OWEN OF MAKERS ARCHITECTURE & URBAN DESIGN

TOD concept for the Mariner Link Light Rail Station in south Everett

CRITERIA TO EVALUATE STATION LOCATION

STATION Accessibility, Convenience and Safety

- Does the station promote ridership, walkability, and connectivity to adjacent uses?
- Can users connect and transfer to other forms of transit easily?
- Does the station integrate with the existing transit network, pedestrian trails and bike paths?
- Is the station location within convenient distance from park-and-ride lots and other structures?

LAND USE Opportunities and Impacts of Alignment and ½ mile radius around station

- Potential for future development within the District?
- What is the station's relative location to land uses that will generate ridership?
- Does the location catalyze or inhibit development?
- Is the station location business friendly? Is it compatible with the evolution of uses?
- What are the opportunities for partnering with adjacent landowners for an integrated, joint development with the elevated station?
- Is there expressed developer interest in such joint development as evidenced by land assembly, development agreements with the City of Everett, municipal infrastructure/amenities and regulatory incentives?
- What is the impact to existing neighborhood and adjacent residential areas?
- What is the impact to existing industrial uses and availability of anti-gentrification tools?

COST factors

- What is the cost differential for acquiring land for Right of Way of dual track vs. single track?
- Existing land uses displaced by elevated track and construction staging areas?
- Are there opportunities for potential cost savings and locational advantages for shared infrastructure with joint development at the station?

TRACKWAY OPERATIONAL impacts

- What is the alignment of tail tracks beyond the station? How might the tail track impact the neighborhood and overall aesthetics?
- What is the alignment of dual track into station (ST3 representative alignment), compared to two single tracks which join at the station (Metro Everett Subarea plan preference)?

The list above provides further details and guiding questions for each of the factors on pg 17, which can be further refined using the Metro Everett Subarea Plan policies.

LAND USE, MOBILITY & ZONING

Land Use. While development of affordable and workforce housing is essential for the long term viability of the Everett Station District, the neighborhood can continue to function as a center for employment and light industry for the foreseeable future. In other words, TOD will be employment-focused, a model sometimes called ETOD. This model for planning around transit stations has been used with some success in other cities and neighborhoods. Understanding that existing businesses will be succeeded or replaced over time, current manufacturing uses could be subsidized with specialized funding tools to weather a limited time of disruption due to construction and protect designated land uses from upzoning. Sound Transit and the City of Everett should both be active partners in revising the zoning code in the station area in order to make it beneficial to all parties.

Evaluation of planning decisions should be performance-based. For example, updated zoning will help to protect existing industries while encouraging multifamily residential construction in non-industrial parts of the station area. Evaluating zoning changes involves anticipating these effects and then responding progress or lack of it.

While this will mean that certain corridors and branches of the street and highway network must be dedicated primarily to freight mobility and other industrial uses, light industry can thrive in close proximity to housing and residential units if transportation and freight needs can be met. This principle has been proven in cities all over the world, and also in transit areas as close by as Portland, OR and Vancouver, B.C. Given a station location, updated zoning will protect existing industries while encouraging limited multifamily residential construction in parts of the station area.

Mobility Plan. The need for routes dedicated to heavy vehicles and freight mobility, all connecting to Interstate 5, is essential to manufacturing now and is likely to be so in the future. With this in mind, the City will need a Mobility Plan that accounts for trucks and other manufacturing-related traffic, along with cars, bicycles, buses and pedestrians once the station location is decided. The plan will reduce existing and future conflicts between different types of right-of-way users.

- Document existing freight movement routes used by industry. This can be used to reduce conflicts between industrial vehicles and all other traffic. It can also be used to study possibilities for enhancing certain roads with special rights of way for pedestrians and bicycles. In this way, the city can develop complementary networks that serve both existing industry and future mixed-use development, increasing safety and decreasing noise.
- Support a sustainable and affordable hierarchy of mobility overall, putting feet first and then buses and bikes before single occupancy. This will guide construction of infrastructure and facilities around the station. It typically means locating bus stops next to the station, with single-occupancy parking garage a few blocks away. The latter will help create desired pedestrian activity between the parking garage and the station.

"Consider opportunities to watch people making things—like Beecher's Cheese in Pike Place Market."

Zoning. Even with certain corridors dedicated to industry and jobs, raised height limits combined with more intensive and mixed land uses will yield maximum benefit for Everett, for transit ridership and the region. The zoning plan should point to 'safe zones' for future industrial districts and residential neighborhoods. Further, the zoning should allow commercial and light industrial uses such as commercial kitchens, coffee roasters and maker spaces. These can bring paying job opportunities to parts of the station area presently zoned industrial only. These employment uses could be the ground floor activities that add vitality at the street level, as part of mixed-use development, with office lofts or affordable housing above.

ASSOCIATED DEVELOPMENT

Conjoined development has been favored in light rail station areas in Vancouver, BC and elsewhere for good reason. Joining other facilities to the station can resolve differences in grade between adjacent streets that bring pedestrians into the station.

Well-designed, conjoined development can increase the physical appeal and function of the station and multiply the advantages that light rail infrastructure has over other transit modes, such as buses. It underscores the permanence and reliability of the system and the investments made, and therefore it increases the confidence of other developers and supports the value of urban land. It has been popular for stations positioned at all levels, especially raised.

Experience in other cities has shown that conjoined development that is ***Integrated*** can be unnecessarily expensive or delayed indefinitely due to mounting expense and other complications. As a result, it is recommended that Everett and its partners limit risks of conjoined development by seeking out ***Associated Development,*** by identifying points of connection, such as a future pedestrian bridge, and then building associated structures with differing uses as separate projects with separate schedules. This approach, which is sometimes called performance-based, is being used successfully in the nearby Seattle/Northgate area (see Case Studies Addendum). In addition to walkways and pedestrian bridges, joint or associated development might include shared infrastructure such as parking, elevators, escalators, and utilities. For joint development the opportunity could involve a shared building foundation. All can result in construction efficiencies and cost savings.

These are among the tradeoffs that must be made in choosing a location for the station. Ideally, they will be made in partnership with the City in the near term. In the mid-term, development may be guided by a governing structure for the station area, one that is yet to be selected and established.

ANDRES DE WET

Pike Place Market, Seattle.

Governance

In this section of the report, the Panel outlines potential governance models and desired capacities and objectives in the short, medium, and long terms. A guiding question for analysis might be: What is the best overall governance model for Everett's transit area, given a complex set of objectives, timing issues and market forces?

A key to success is the City's choice of a governance structure, one that is dedicated to achieving its best future and coordinating with Sound Transit to actualize. The selection of a governance model is critical to achieving the goals set forth in the Metro Everett Subarea Plan. It is assumed that the City will take a leadership role in the strategic direction and execution of development around the station. However, careful consideration must be made to go beyond the City's traditional community development authority.

One or more governance models or partnership opportunities may be needed, depending on how a company or organization's capability, capacity and financial feasibility would support specific City objectives. The City must ultimately decide if it would be the best development authority for the Station District, or if it prefers to work closely (or even at arm's length) with a newly created agency or public-private partnership that better suits the needs and vision of the neighborhood.

Regardless of the entity's format and structure, it will interpret official decisions and help to assure that Sound Transit plans are compatible with Everett and community visions. In addition, the chosen governance model will identify financing sources; it will identify, pursue, spend and account for grants and other funds for housing and other development goals. The entity may partner with Sound Transit to solicit proposals for a Master Developer to support joint development and/or coordinated development around the station. Finally, it will assist the City of Everett as possible lead authority to assemble property and issue requests for proposal (RFPs) for a master developer or individual site development entities.

Desirable Capacities of a Governance Model for Everett Station District:

- Land banking
- Taxing Authority
- Connection with city of Everett and with Sound Transit
- Ability to relate to on-the-ground owners and businesspeople
- Ability to link with residential community and be present

"We need to make alternative modes attractive and safe."

Possible Governance Structures:

- Public Development Authority
- Community Preservation and Development Authority (CPDAs) [1]
- Benefit District-Steering Committees (like Sound Communities)
- Parking and Business Improvement Area (exists for downtown Everett)
- Local Improvement District and Utility Local Improvement District
- New State Authority for Housing Benefit District (legislation proposed HB1128)
- Transportation Benefit District
- Public Facilities District
- Community Facilities District

A successful governance structure should evolve as goals, opportunities, and complexity increases over time. In early phases, a district may focus mostly on community organizing and identifying aligned interests and pathways for equitable growth. In later phases, a district organization could be a formal participant in development projects that help the district realize its vision.

Desirable characteristics differ somewhat in the short, medium and long range. In early phases, it is especially important to be a distinct entity, one that can formally influence plans and policies. In the mid-phases, staff capacity is important, along with a sustainable funding source and land holding capacity. In the long run, the ability to land bank with "patient capital" will be key. Continuity is critical as rising values can be a source of capital for ongoing operations.

The specialty areas of an ideal governance structure include:

- Housing, both market rate and affordable
- Multi-modal transportation infrastructure
- Incentives for optimum development over time, including retail and housing
- Energy districts

1 RCW 43.167.007. There are currently two approved CPDAs, both located in Seattle: The Historic South Downtown Community Preservation & Development Authority and the Central District Community Preservation and Development Authority

GOVERNANCE IN PHASES

The following is an outline of critical features, or important strengths, of a governance structure for the Everett station area, arranged in order of timing:

Governance in Phases		
Short Term	Mid- Term	Long- Term
• Distinct entity (rather than an informal city stakeholder group) • Has organizational capacity and capabilities, communications expertise, website and email • Can formally influence the evolution of plans and policies with long-range implications e.g., granted city-designated seat on board with decision-making power • Represents interests of current land users, e.g., business improvement district • Represents interests of future and potential land users, similar to a redevelopment authority	• Has staff capacity (not only a coalition or membership umbrella) • Can manage competing political interests between old and new land users • Has sustainable funding sources • Has land holding capacity, which requires incorporation and formal management	• Can win grants and deploy funds • Can deploy patient capital

"Fifteen years sounds like it's a long time, but it's not. Not for businesses."

Downtown Everett at sunset looking towards the Cascade Range.

CITY OF EVERETT: LINKEDIN

Financing

Depending on the governance model selected, a range of financing tools may be applied to support the vision for the Station District. Financing tools include programs and incentives, State and Federal funding sources, or funding options specific to housing. This section offers a list of possible financing models and how they might be applied to promote desired development.

The choice of a governing framework for the Everett Station area is inherently tied to project finance and funding sources for housing and other kinds of TOD. ***Financing models may include programs and incentives such as the following:***

- Impact fees (for parks, traffic mitigation, utilities, water, sewer, etc.) and fee credits for desired development
- Zoning incentives (parking, height and FAR)
- Corporate tax incentives (large employers)
- Taxing through Special Assessment Districts (listed above)

Funding for community projects may also be available through the Community Reinvestment Act (CRA), which has new 2020 regulations supporting the "increase of credit for mortgage origination to promote availability of housing in low- and moderate-income areas."[1] In addition, Minority Depository Institutions (MDIs)[2] and Community Development Financial Institutions (CDFIs)[3] may be used to finance development projects in racially diverse neighborhoods.

Federal and state-level funding sources such as the following may also be used:

- Federal Opportunity Zones (for private investors)
- Federal Railroad Rehabilitation & Improvement Financing (RRIF)
- Federal Transportation Infrastructure Finance and Innovation Act (TIFIA)
- Tax Increment Financing (TIF)
- Bonds (state and Local Infrastructure Financing Tool or LIFT program)[4]
- Community Revitalization Financing (Washington State)
- Federal Transit Administration Capital Grant (pilot FTA-TOD, used by Sound Transit Light Rail Lynnwood to Everett)

The following factors may be useful, specific to housing:

- Impact Investors: opportunities for those with investment portfolios to use their funds to influence positive social change in the same way that philanthropists do through donations. However, impact investors pay interest, albeit at low rates, and return principal at the end of prescribed term.
- Enterprise Community Partners (equity plus debt financing, with a variety of programs available)
  - Regional Equitable Development Initiative Fund (REDI) in King, Pierce, or Snohomish counties finance the acquisition of property along transit corridors for affordable housing and community facilities.
  - Investment funds to build or preserve affordable housing and community facilities
- Washington State HOME Development Program plus housing Trust Fund
- City of Everett Affordable Housing Trust Fund
- Hospitality and AirBnB taxes

"Without definitions of success, it's easy to poke holes in all arguments, because this area is challenging, and the stakeholders are divergent."

Ground floor rendering of affordable TOD housing at Cedar Crossing, Seattle.

VIA ARCHITECTURE

1 CRA requires the Federal Reserve and other federal banking regulators to encourage financial institutions to help meet the credit needs of the communities in which they do business, including low- and moderate-income (LMI) neighborhoods (Source: FDIC). New 2020 regulations support "increasing credit for mortgage origination to promote availability of affordable housing in low- and moderate-income areas."
2 See Additional Resources pg 42
3 See Additional Resources pg 43
4 LIFT allows selected local governments to use tax revenue generated by private business activity within a designated Revenue Development Area (RDA) to help finance public infrastructure improvements.

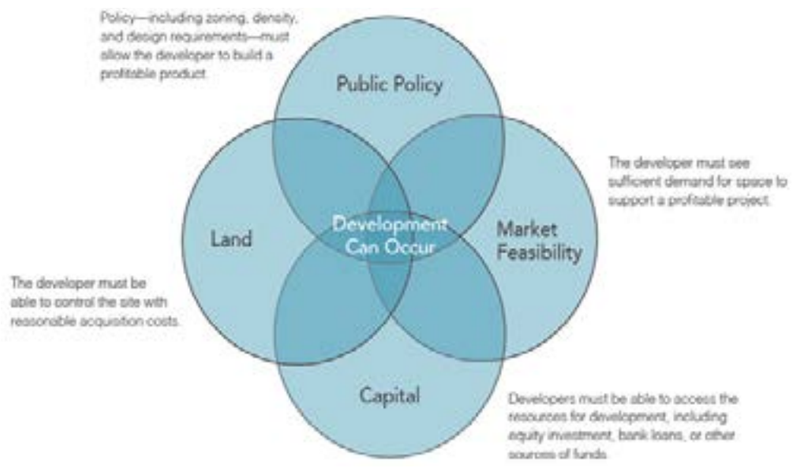
PHASING

Industry and employment can and should remain drivers of planning and land use decisions in and around the new Everett Station area in the short term. However, the window for decisions lies well ahead of light rail construction. While cities have grown slowly in the past, the development of rail transit demands that they seize initiative and move quickly to realize neighborhood advantages and economic prosperity.

Experience in other communities in the path of light rail development has shown that while the mix of uses and rights of way is critical to optimum development, the balance of residential, commercial and light industrial uses is very particular to place. The timing of decisions is key to success in station area planning and development. If made too early or too late, important decisions could become irrelevant at best. The graphic below illustrates the intersection of factors that will influence how development occurs in Everett. Close coordination between Sound Transit, the City of Everett, property owners and any new governance entities is critical to the success of the Everett Station District.

Going forward, it is important to identify development opportunities that can be pursued independently and even prior to the arrival of light rail and the construction of the station. These must be distinguished from those opportunities that are associated with the station and must be designed, if not built, together.

Short-term priorities are tied to the need to make the City's interests clear and share these with transit planners and designers before the release of the Sound Transit EIS which will evaluate alternatives presented against performance-based criteria for different station locations and designs. The short term is also a good time to identify the best model for local governance in the station area.



ECONORTHWEST

Gresham OR Housing Implementation Strategy Background Report February 2019.

Mid-term success can be defined in terms of a vibrant mixed-use community with high transit ridership. It is likely to be based upon the evolution of new manufacturing and innovative technologies. New technologies might be celebrated in station-area construction, such as ongoing advances in cross-laminated timber (CLT) design and construction.

Long-term growth will depend upon embracing new, carbon-neutral construction methods, associated with budding Snohomish County sectors, like cross-laminated timber. An energy district should be created as innovative industry and residential communities grow in symbiosis, linked with the transit corridor.

The table on page 31 summarizes the major public policy decisions that will transpire over the next fifteen years. Careful attention must be made to the upcoming Sound Transit Board's ST3 Capital Project Realignment decisions, which could impact the phasing and scope of the Lynnwood to Everett light rail extension. The selection of governance models plus private investment may positively influence Sound Transit's ability to complete the terminus station in Everett.

The following specific recommendations are all sensitive to timing, and shown under the headings Short, Mid, and Long Terms.

Short Term (2021 – 2026)

While Sound Transit is studying design and location alternatives for the station itself, it is critical that these interrelated decisions are linked to the best future for Everett and the surrounding area. Channels of communication between Everett and Sound Transit will never be more important than they are currently. During this critical time, it will be important to study and share land use implications of site and design decisions. Alternatives should be studied and presented in such a way that they can be evaluated with a performance-based approach, showing where joint development opportunities come into play and prioritizing employment uses in or near the station area.

In the short term, key planning decisions will take precedence over specific uses of land, and participation by the City and its stakeholders is critical. These key decisions have to do with land use and the station itself, but they also involve long term aspirations or vision that should already be forming. (See Case Studies Addendum). There may be interest in starting development before Sound Transit has determined its preferred station alignment, which could proceed if substantial market demand is present.

There may be opportunities for housing providers to partner with Sound Transit and the City of Everett in the near term to explore guidelines that promote assembly of land near the station for compatible land uses and possible joint development. In advance of the selection of a governance model, the Everett Station District Alliance could:

- Work with the City on a road network and zoning map that incentivizes development and identifies opportunities to support mixed-use employment and residential projects.
- Work with Sound Transit to select construction staging areas, so that Sound Transit can partner with housing non-profits to develop these sites after station completion (see Roosevelt Station and Cedar Crossing).

Potential TOD partners, including Housing Hope, can help Sound Transit and the City of Everett categorize these recommendations and related initiatives into short, medium and long terms. In doing this, they can seek input from urban economists, leaders of key regional industries and educational research

institutions, and from the development and affordable housing industry at large.

Housing Hope is actively evaluating the ability to build transit-oriented housing as well as a child development center in order to help meet Sound Transit's goals and regional demand for affordable housing before the arrival of the Link Light Rail. It is important that the proper sequencing of this development be achieved to allow Sound Transit and the City of Everett to select the optimum station location, construction staging areas and possible joint development projects in a manner that will align with Housing Hope's vision.

Next steps include studies of current uses and freight mobility while performance-testing for ETOD with proposed station locations. At the same time, frequent communication with Sound Transit must be a priority, so that the agency is aware of the potential consequences of its decisions. After those decisions have been made, it will become important to modulate transit and heavy construction impacts by designating temporary and permanent land uses. Along with effective tools and performance-based measures for success, the primary goal is to give jobs priority over new residential units. The two should not be mutually exclusive, but granular zoning will help to protect existing industries while encouraging limited multifamily residential construction.

Mid Term (2026 – 2036)

In the mid-term, or roughly the next fifteen years, design of critical pieces of transit infrastructure (including the station itself) will be completed in Everett and other cities. It will be a very important time for transit in general, as ridership ramps upward and evens off, and our regional light rail system becomes ubiquitous among the separate urban areas of Washington's Interstate-5 corridor. The term transit-oriented development will no longer be an acronym (TOD). It will be more simply understood as an opportunity that can't be responsibly ignored, as transit systems develop and reach cities like Everett.

Mid-term success can be defined in terms of a vibrant mixed-use community with high transit ridership. It is likely to be based upon the evolution of new manufacturing and celebration of innovative technologies. These new technologies might be celebrated in station-area construction, such as CLT design and construction.

Long Term (2036 and beyond)

In the long term the station area in Everett may realize its highest and best uses, as planned today and redefined by businesses and residents of the future. This is the timeframe in which the negative impacts have passed and the positive aspects of connection through transit are apparent. Industries will have changed and become more regional in nature. As the regional economy matures and coalesces around new transportation choices and connections, it will become important for Everett and the Station District to develop a brand or symbolic identity that reflects its best aspirations and capacities. Such symbolism might also be tied to an innovative product with local roots. A product type such as CLT is one example. If this idea gains more local support, it may drive changes in the building code and even investments in research that involve constructing CLT buildings. The station area should reach a new equilibrium, but also have the luxury of evaluating its experience and successes in order to make decisions going forward.

This is the time period in which Everett can realize the greatest prosperity for its residents and for residents of other communities in the area. Visions for the long term might include:

Wood Innovation District and Industrial Showcase. With regional partners and a truly regional employment base, Everett will be well-positioned to showcase new industries. For instance, building upon existing wood products industry, the station area would be well positioned to become part of a wholesale-to-retail or business-to-business network for construction products. One example of such a product is CLT, based on a promising and adaptable product that is changing the design and construction industry, especially in regions with strong lumber economies. Potential partners exist already in nearby Darrington, which is developing a Wood Innovation Center for this market. In Everett, steps might include prioritizing CLT as a building type in and around the station, one specially designed to showcase building innovations with this local product. Such examples not only support specific local industries "vertically" and "horizontally," but can generate a new stream of revenue from industry tourism through visitors to the project site. CLT is already becoming a catalyst for a number of changes in building codes, zoning, and height limits throughout the region. Given some up-front study and investment, a far-reaching innovation like CLT might become part of a branding strategy for the ETOD in the study area. CLT and other engineered wood products could be showcased in the station area, even as other public projects, like the new Mukilteo Ferry Terminal, are built with it. These could support efforts to promote the design of mid-rise and residential buildings using CLT.

Energy District. A wave of new construction can be adapted to take advantage of shared energy production, such as geothermal or wastewater-based heat, both sustainable and renewable. This kind of innovation would not only pay dividends in the long term in the form of energy savings, it would support the energy-efficient footprint of local businesses and industries and help to cement Everett's role as an innovation district or industrial showcase.

TOD Phasing and Major Public Policy Decisions at Everett Station

Time Horizon	Sound Transit Activities/Decisions	City of Everett Policies/Actions
2021-2026	• Alternative Analysis Study • Environmental Impact Statement • Preliminary Engineering • ST 3 Capital Projects Realignment	• Station Alignment Decisions with ST • Station Area Planning & Zoning Updates • Mobility Planning • Governance Decisions Based on Objectives • Development Incentives • Land Banking
2026-2030	• Final Design • Grant Applications • ROW land acquisitions	• Infrastructure Financing • Solicitation of Joint Development Partners • Infill Housing
2031-2036	• Light Rail Construction including Maintenance Base	• Coordination of Utilities, Infrastructure and Joint Development with Sound Transit
2036 & beyond	• Commence Light Rail Operations	• Expanded Market Feasibility Beyond Station

Craigieburn Bypass pedestrian overpass in Melbourne, Australia

PETER HYATT

Melbourne Gateway (Australia) on the Tullamarine Freeway are great examples of how industrial-looking structures can be iconic

TRANSURBAN

NEXT STEPS

NEXT STEPS

With early analysis and strategic investment, the Everett Station District will inspire private developers and increase market confidence in the lead up to transit arrival and beyond.

Visions for the District described in this report anticipate new, sustainable technologies and local products while acknowledging that unforeseen changes are likely to occur, cyclically, over many decades.

Next steps include the following:

- **Collaborate with Sound Transit throughout its decision and planning process** around the station area. The regional transit agency is engaged in extensive analysis based on feasibility around formal criteria. Everett must take the lead on planning and mobility.
- **Establish a set of criteria to evaluate station locations.** Stakeholder input may be important at this point.
- **Support existing jobs and businesses with an ETOD strategy** until station completion. Over time, the same strategy should apply to new and emerging technologies.
- **Customize zoning in the station area** to support incentives for mixed industrial, residential and retail development, with placemaking and pedestrian mobility features.
- **Select and support an effective governance model** that will develop an Everett Station District to follow through on established goals. Equitable development outcomes, including affordable housing, should be a priority.
- **Market a distinct District brand around innovation.** Examples include the creation of an energy district and the use of CLT in new construction within the District, the City and the larger region.

In reference to traditionally unsightly buildings and infrastructure:

"If you can't hide it, flaunt it."

CASE STUDIES

Everett is unique, but the experiences of other cities can be useful for envisioning the best possible outcome in the Station District. Case studies provided in this section include large transportation-related projects as well as examples of effective placemaking and neighborhoods with successful integrations of land uses. All recent and ongoing, they represent long-range planning, transportation infrastructure, and sustainable design with separate projects. They were selected because they represent opportunities similar to those of Everett. Many involve TOD with an industrial job base. While they involve different base conditions and levels of complexity, they are all transformative, delivering multiple benefits to neighborhood and city.

Station Areas

Denver Union Station, Denver, CO

Restoration of Denver Union Station as a multimodal station

A public-private partnership was created to take advantage of federal investment in light rail and resulted in significant residential, retail and commercial redevelopment surrounding Denver Union Station. The Denver Union Station Project Authority was created to develop a master plan, hire an owner's representative to manage design-build contracts and coordinate with adjacent private projects. Regional Transportation District acquired property for transportation infrastructure, land banking and resale to investors.

Marymoor District TOD, Redmond, WA

Modern light rail terminus built to connect with everything

Named after Marymoor Park, the modern district will be located at the penultimate station along Sound Transit's East Link. The City of Redmond has managed to launch multi-faceted TOD there despite the unpredictable business cycle.

Lynnwood Center City, Lynnwood, WA

Dedicated program office supports future planning

The City of Lynnwood's Economic Development Department funded a dedicated Center City Program office which prepared a wide variety of detailed TOD plans (including a multimodal mobility plan and public open space plan) and completed their upzoning of areas surrounding the light rail station.

- The program office also completed a development agreement to build out a large parcel near the Sound Transit Light Rail station for Northline Village
- Lynnwood also received ULI attention during their 10-Minute Walk Campaign Advisory Services Panel

SKIDMORE, OWINGS & MERRILL

Denver Union Station

CITY OF REDMOND

City of Redmond design guidance for Marymoor Village

MERLONE GEIER PARTNERS

Northline Village kicks off the Lynnwood City Center

Employment Transit Oriented Development (ETOD)

Portland Central Eastside, Portland, OR

A proximal example of ETOD

Portland's historic Central Eastside is an emerging industrial hotspot with transit. With a long history as a center of manufacturing, it offers new manufacturing jobs in the city core, while encouraging a diversity of other uses. This light rail station area was planned before the arrival of transit. Zoning and rules of engagement for developers protect existing industrial uses from the impacts of residential/retail mixed use development by addressing:

- Noise concerns, hours of activity and land costs.
- Conflicts between fright movement, and bike and pedestrian movement.
- Residential units are in mixed-use buildings with industrial uses at floor level, like commercial kitchens and maker spaces.

Integration with Industrial Uses

Granville Island, Vancouver, BC

Successful industrial mixed-used district

Tucked under the Granville Bridge on an urban waterway, Granville Island demonstrates that new jobs and old infrastructure can coincide in a civic attraction. Granville Island:

- Retains and celebrates existing industries (concrete plant) while promoting and attracting new industries.
- Accommodates residential development nearby without conflicting with industrial uses on the island.
- Gives pedestrians preference in transportation, but with a clear mobility plan in place.

Victoria & Alfred Waterfront, Cape Town, South Africa

Vibrant mixed-use district thrives alongside working port/industrial functions

Historic port precinct, revived as an industrial, mixed-use, and active neighborhood.

This area demonstrates the benefit of cooperation between agencies for multiple benefits, including vibrant and attractive live-work-play places and spaces.

HILARYSTYLE

SE Division & SE 10th Avenue, Portland Eastside

ANDRES DE WET

Granville Island is an ecclectic mix of uses

ANDRES DE WET

The V&A Waterfront is Africa's no.1 tourist destination

Urban Placemaking

Klyde Warren Park, Dallas, TX

Transforming infrastructure to create a public amenity

2014 ULI Urban Open Space Winner

Dallas city authorities made a key decision to take an existing freeway below grade so that a renewed and revitalized park network and emerging mid-rise district could appear as one surface, unencumbered by infrastructure for automobiles.

Trinity Groves, Dallas, TX

2016 ULI Case Study (Knowledge Finder Access Required)

Jobs-based neighborhood transformation featuring food incubator space

Trinity Groves is a multiphase redevelopment effort of a former warehouse and light-industrial site that began with a 10.3-acre restaurant/specialty food incubator and destination. The core incubator area of Trinity Groves currently includes 14 restaurants, two dessert shops, a culinary education and events center, and a brewery, all located in four buildings that were formerly used primarily as a trucking facility. Following on the success of the restaurant incubator concept, the developers have embarked on a plan and program to develop 90 adjacent acres, assembled over the past 11 years, with new apartment, condominium, hotel, and office space, as well as additional restaurant and retail space.

Innovation with Engineered Wood

Langley City, British Columbia, Canada

Promotes a new type of construction

Planning in preparation for the extension of light rail to the city has developed a public outreach program and a zoning code that provides denser development. It promotes medium density development up to eleven stories with incentives to use engineered wood to achieve that height.

The Wood First program, developed by the BC Government in conjunction with the forest and lumber industry of BC, promotes the use of engineered wood in all government buildings and facilities. The catalyst for this program was the Millennium Line extension of the SkyTrain stations which were constructed of engineered wood. As a result, BC is one of the world leaders in the design and production of engineered wood products.

KLYDEWARREN.ORG

Klyde Warren Park caps a freeway in downtown Dallas

TRINITY GROVES

The activated "foodie" spaces of Trinity Groves, Dallas,

ANDRES DE WET

Brentwood Station (Millennium Line) in Vancouver, BC

Partnerships & Innovative Funding Approaches

Cedar Crossing at Sound Transit Roosevelt Station

Partnering with Sound Transit for housing

This is an example of an affordable housing project promoted and catalyzed by Sound Transit in conjunction with a nonprofit housing organization. Affordable housing was built concurrently with the station construction.

Rainier Beach Station Area Plan, Seattle, WA

Innovative funding for TOD

Public outreach and financing analysis that promoted employment-based land uses and workforce housing and studied ways of funding using community banking and alternative government funding programs.

Bel-Red Corridor station area plans, Bellevue, WA

City and Sound Transit working together

The City of Bellevue and Sound Transit have been working together and separately on establishing innovative land use and transit implementation that could be useful precedents. Elements include:

- The Spring District, which phased in parking implementation strategies in concert along with office-oriented private sector developers.
- 130th Street Station Area, a transitional use area with unorganized and unconsolidated land ownership patterns and an incomplete road grid. The City of Bellevue has developed a series of incentives for landowners to consolidate land ownership and is creating a strategy of rebuilding the road grid to support development. Simultaneously the plan encourages the retention of existing industries such as a concrete plant.
- Sound Transit Operations and Maintenance Facility (OMF). Sound Transit and the City of Bellevue have developed a plan to incorporate mixed use office and residential development in conjunction with design and construction of the OMF using design-build project delivery.

Bellwether & Mercy Housing's Cedar Crossing

Rainier Beach Station urban design framework

VIA ARCHITECTURE | X3 >>>

130th Ave Station area plan, Bel-Red in Bellevue, WA

ANDRES DE WET

The Cascades loom over Snohomish County from Possession Sound

ADDITIONAL RESOURCES

Background Information

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https://www.transit.dot.gov/sites/fta.dot.gov/files/FTA_Report_No._0054.pdf

Ten Principles for Successful Development Around Transit. (2003). ULI- the Urban Land Institute.
http://uli.org/wp-content/uploads/2012/07/TP_DevTransit.ashx_.pdf

Financing Resources

Infrastructure Financing Options for Transit-Oriented Development. (2013). United States Environmental Protection Agency, Office of Sustainable Communities Smart Growth Program.
https://www.epa.gov/sites/production/files/2014-02/documents/infrastructure_financing_options_for_transit-oriented_development.pdf

Funding for Minority Depository Institutions (MDIs) and Community Development Financial Institutions (CDFIs).

- Bank of America
- Citi Bank
- Treasury to Invest $9 billion in Minority Communities

Minority Depository Institutions
An MDI may be a federal insured depository institution for which (1) 51 percent or more of the voting stock is owned by minority individuals; or (2) a majority of the board of directors is minority and the community that the institution serves is predominantly minority (Source: FDIC).

Community Development Financial Institutions (CDFIs)
Community development financial institutions are private financial institutions dedicated to delivering responsible, affordable lending to help low-income, low-wealth, and other disadvantaged people and communities join the economic mainstream.

By financing community businesses—including small businesses, microenterprises, nonprofit organizations, commercial real estate, and affordable housing—CDFIs spark job growth and retention in hard-to serve markets across the nation. CDFIs are profitable but not profit-maximizing. They put community first, not the shareholder. For more than 30 years, they have had a proven track record of making an impact in those areas of America that need it most (Source: Opportunity Finance Network).

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