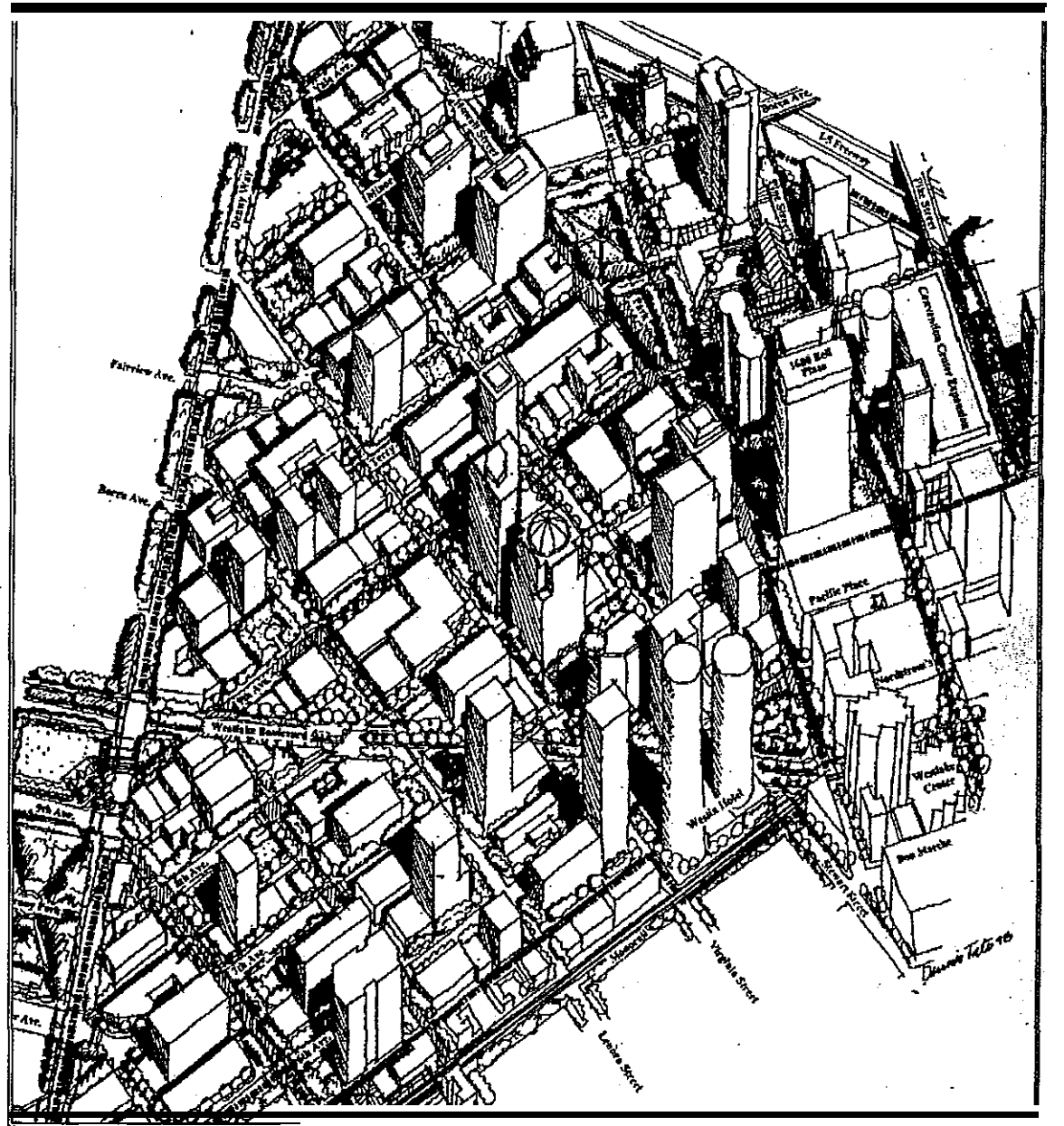


# DENNY TRIANGLE NEIGHBORHOOD PLAN

DENNY TRIANGLE NEIGHBORHOOD  
PLANNING COMMITTEE

SEPTEMBER 1998



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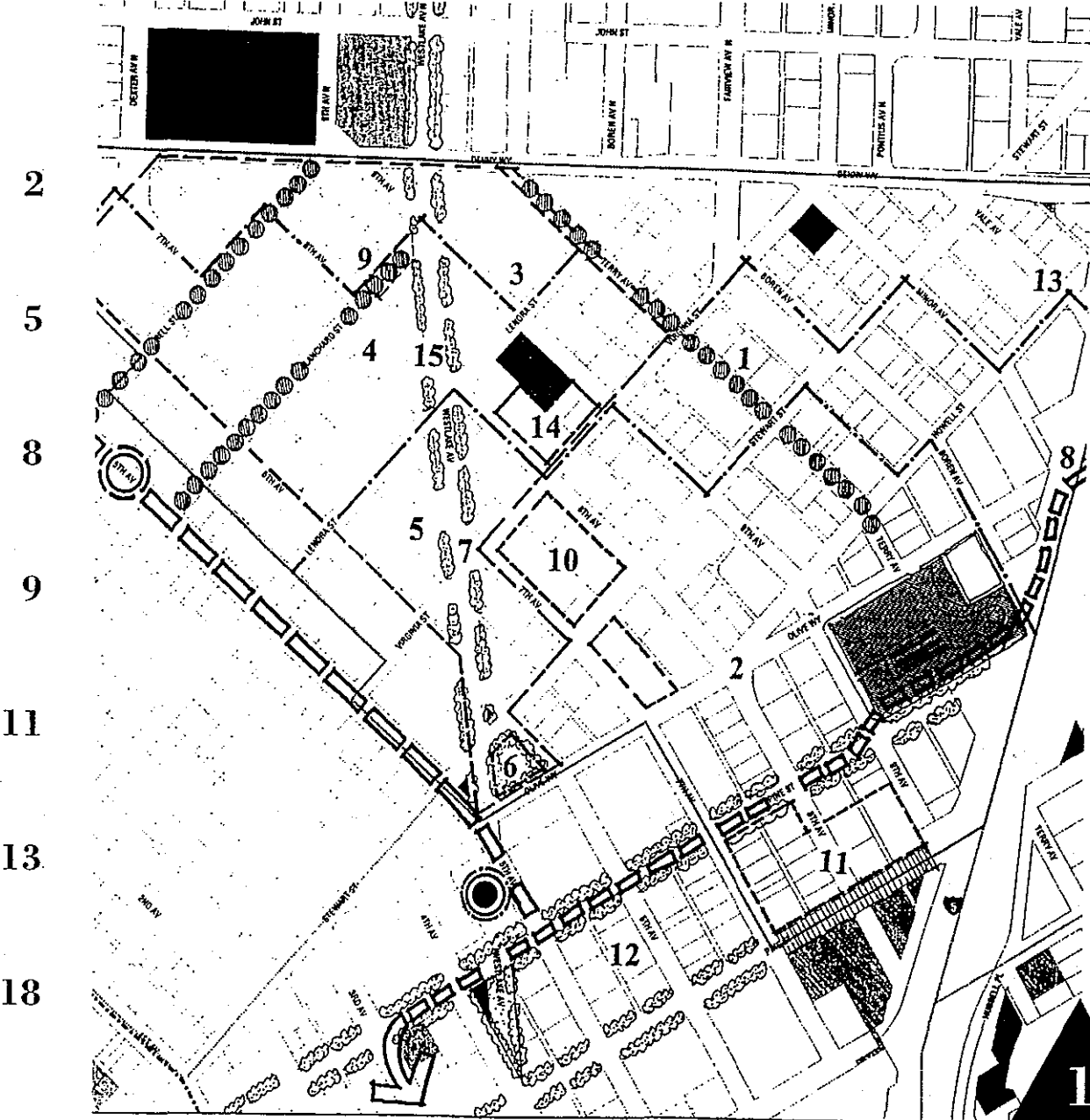
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# PROCESS

## Process by Which the Neighborhood Was Organized and A Plan Developed:

The following Denny Triangle Neighborhood Plan stems from the state's Growth Management Act (GMA), passed by the state legislature in 1990. The GMA requires that Washington municipalities prepare comprehensive plans for their growth over the next twenty years. In response to this mandate, the city created Seattle's Comprehensive Plan: Toward a Sustainable Seattle, or Comp Plan. Adopted by the City Council in 1994, the Comp Plan is a citywide plan that proposes to concentrate future growth within the city's 37 neighborhoods. The Comp Plan established guidelines for each neighborhood to develop its own plan to allow it to grow in ways that reflect its unique identity and needs.

Denny Triangle, while among the city's oldest residential and commercial neighborhoods, did not begin to achieve identity separate from downtown, Denny Regrade or Cascade until 1994. The Comp Plan took the provisional step of marking off the boundaries for the Denny Triangle, distinct from the Denny Regrade and downtown core. While the Denny Triangle is currently distinguished by its under development, Seattle's 1995 Downtown Plan identified Denny Triangle as having the greatest potential for new commercial and housing development among the five-downtown neighborhoods.

It is also the desire of the stakeholders within the Denny Triangle that this potential be realized and to develop their own identity.

Independent of city planning, Denny Triangle stakeholders, with support from the City's Department of Neighborhoods, also thought it was time to take the first steps in coming together to work on common problems. In 1994, stakeholders came together to form the Denny Triangle Neighborhood Association. One of

their early goals was eradicating graffiti that marred the neighborhood, organizing sidewalk/street clean up and securing more trash receptacles. At this same time, members of the Neighborhood Association desired to make longer-range plans for the future of their area. In 1995, they contacted the Neighborhood Planning Office and initiated the process of neighborhood planning by forming an Organizing Committee comprised of property owners, residents, employees, business owners/operators, and social service providers from the community.

Denny Triangle planning effort began with eight members of the Denny Triangle Neighborhood Association. These volunteers dedicated themselves to the long-range planning effort by first forming an Organizing Committee, then successfully applying to the city to start Phase I of neighborhood planning. The City made \$10,000 in planning funds available which allowed the Organizing Committee to begin their outreach to the Denny Triangle community. Outreach began in June 1996 and a 20-member planning committee was established representing a broad range of stakeholders from the neighborhood (residents, property owners, business people, area employees). They gathered opinions from local residents and property owners, analyzed the existing conditions in the Denny Triangle and prepared a variety of possible improvement strategies which were summarized in a Phase I Plan in January 1997.

Upon completing Phase I, the Planning Committee proceeded to Phase II planning. The Denny Triangle Planning Committee has held monthly meetings since January of 1997. During the past six months and at other critical times in the planning process, the Planning Committee held two, sometimes three meetings a month. Regular meetings have been held on the second Tuesday of the month (4 to 6 p.m.) at the Washington Book and Braille Library conference room.

The Denny Triangle Neighborhood Association in 1996 organized the

## **M g/Fa**

Throughout Phase II, the Planning Committee has maintained an E-mail communications tree for Planning Committee members and interested citizens. Meeting notices, draft plan documents and other information pertinent to the planning process have been e-mailed on a regular basis to planning committee members and other interested citizens. For those members of the community who do not have e-mail access, information has been sent via facsimile, mailed and/or posted in key locations in the Community. The Washington Book and Braille Library, Gethsemene Lutheran Church, Art Not Terminal Gallery and various building lobbies have been used for distribution of community newsletters and meeting flyers.

### **Community Newsletter**

Three issues of "The Triangle", Denny Triangle Neighborhood Newsletter have been published and mailed to all addresses in the Denny Triangle. The newsletter has been used to distribute information regarding planning options, announcements of community-planning events and to provide opportunities to ask questions and/or to make comments or offer suggestions and give feedback on the neighborhood plan as it developed. The newsletter also provided information about the neighborhood-planning program and was a resource used to help stakeholders review the Denny Triangle Neighborhood Plan and validate it.

### **News media Coverage**

There have been a number of articles covering such topics as neighborhood planning and current and future development activity in the Denny Triangle. Articles have appeared in the Daily Journal of Commerce, Puget Sound Business Journal,

the Post Intelligencer and the Seattle Times. An article in the Daily Journal of Commerce, dated February 26, 1998, gave an extensive overview of our neighborhood planning process and included an interview with the Co-Chairs for the Denny Triangle Neighborhood Planning Committee. That article and others described projects that are under development or planned for the area. The Federal Courthouse project, the 700 Olive office tower, and the Convention Center expansion. The Neighborhood Planning Committee maintains a file of news articles about the neighborhood planning and related activities.

### **Surveys**

During Phase II, three newsletters were mailed to all Denny Triangle addresses. Each newsletter contained a survey or questionnaire to be returned by mail or returned at community events. The first newsletter survey was used to confirm the vision the community developed for the Phase II Scope of Work. The second newsletter survey was used to obtain feedback on proposed plan alternatives or options, and the third newsletter survey was used for validation of the Draft Neighborhood Plan.

### **Neighborhood Events, including Validation Events**

#### **Phase I**

Following the tabulation of the Phase I survey results, the Denny Triangle Organizing Committee, in conjunction with the Denny Triangle Neighborhood Association, held the first neighborhood-planning event. Postcards announcing the event held on November 18, 1996 were mailed to

all addresses in the neighborhood and approximately 40 people participated in narrowing the range of possible issues salient to future planning. On February 26, 1997 a "Community Gathering" was held at Gethsemene Lutheran Church, where more than 60 people attended to review and validate the Phase II Planning Scope of Work. At this event, 20 volunteers agreed to become Planning Committee Members and were acknowledged by all in attendance.

## **Phase II**

Three major community-planning events were held during Phase II. Each event coincided with publication of the community newsletter and opportunities to respond to surveys. At the very beginning of Phase II (October 23, 1997), the neighborhood sponsored a walking tour and a "Discovering the Denny Triangle" event that was held in a parking lot at the intersection of Boren and Stewart. The event was intended to give participants a "hands on" view of the neighborhood and to provide an opportunity to comment on future directions to be considered in Phase II.

The second event was a planning options event "Triangulating the Future", held on May 14, 1998. Over 75 people came to the open atrium area of Antioch University to view and comment on preliminary plan components and alternatives. A questionnaire, "What Do You Think?" was included in the Denny Triangle Community Newsletter advertising the event. The questionnaire provided an opportunity to voice an opinion about three potential neighborhood-planning alternatives. Following this event, the Planning committee began drafting the plan, applying what was learned from this event.

Finally, a Validation Event regarding the Denny Triangle Neighborhood Plan was held on September 1, 1998 at the Washington Book and Braille. Prior to the Validation Meeting, displays consisting of copies of the neighborhood plan, pictures on a large poster board and copies of the most recent newsletter/survey were set up in locations throughout the Denny Triangle community. Displays were placed in three office building lobbies, an art gallery, at Antioch University

and the Larned Apartment Building. The displays were in place from August 27th through September 1st. At the Validation Meeting, Planning Committee members and consultants presented an overview of the draft Neighborhood Plan and provided opportunities for comments and questions. The comments offered were all positive. They were some questions about how the land use/zoning proposals might be implemented and a Planning Committee member asked that the an idea that is listed in the plan also be included in the Approval and Adoption Matrix relating to the future potential of electric automobiles.

## **Outreach to Surrounding Communities**

The Denny Triangle Planning Committee had numerous contacts with surrounding communities during the planning process. The most significant contact was through Planning Committee member participation in the Downtown Urban Center Planning Group (DUCPG). The Denny Triangle Planning Committee worked cooperatively with the Commercial Core Neighborhood and the DUCPG Land Use Committee in forming key land-use recommendations. Members of the Denny Triangle Planning Committee also participated in the DUCPG Housing Committee. The Denny Triangle Planning Committee also maintained contacts with the Denny Regrade, South Lake Union/Cascade and Pike/Pine neighborhood planning committees.

# KEY INTEGRATED ACTIVITIES



## Key Activity #1: Amend Zoning and Bonus System to Stimulate Housing Development

A. Change the floor area ratios, height limits, bonus provisions and TDR's in DOC-2 to encourage development of housing and jobs.

B. Change the FAR, height limits, bonus provisions and TDR's in the DMC zone designations, and increase

existing height limits by 100 feet in all zones throughout the Denny Triangle.

C. Add 9th Avenue between Pike Street and Denny Way, and Lenora Street between Westlake Avenue and Denny Way, to the Green Street designation as a public benefit feature eligible for additional floor area to projects abutting these streets.

D. Revise the current bonus provisions and public benefits menu to favor housing earlier in the bonus schedule:

- Provide an additional bonus ("super-bonus") for the first 300 housing units --serving residents in the 50%-80% median income range--built within the Denny Triangle neighborhood boundaries.
- Provide an additional bonus for the first 200 housing units--serving resi-

dents in the 80%-120% median income range--built within the Denny Triangle neighborhood boundaries.

E. Reduce upper level building setback and reduce open space requirements for small lot development.

F. Include in the bonus system bonuses for public open space, Green Streets and/or parcel parks on off-site lots to create a Denny Triangle neighborhood park.

G. Relax upper level building setback and open space requirements for large lot development.

H. Require retail-height ceilings on the ground floors of new commercial or mixed-use developments to allow later conversion to commercial/retail use

I. Simplify and create a means to expedite the alley vacation process to encourage residential and commercial development.



## Key Activity #2: Neighborhood Improvements to Create Residential Enclaves Along Designated Green Streets

A. Focus amenity bonuses to nurture "residential enclaves"—which means that housing and complementary retail/services might develop in proximity to green street couplets at 9th/Terry and Bell/Blanchard.

B. The Denny Triangle Neighborhood requests that the City invest its own resources to provide improvements on the designated streets within the next three years for the following:

- Street tree plantings
- Widening & repaving,
- Pedestrian crossing,
- Pedestrian Scaled Lighting
- Protective street parking configurations
- Trash receptacles, Street furniture, and other sidewalk amenities.
- Evaluate rerouting of traffic and limitations on some intersections

C. Limit automobile access at a few duplicative intersections (Terry & Denny; 9th & Westlake; Bell & Denny and use the areas for greenery and/or pocket parks.

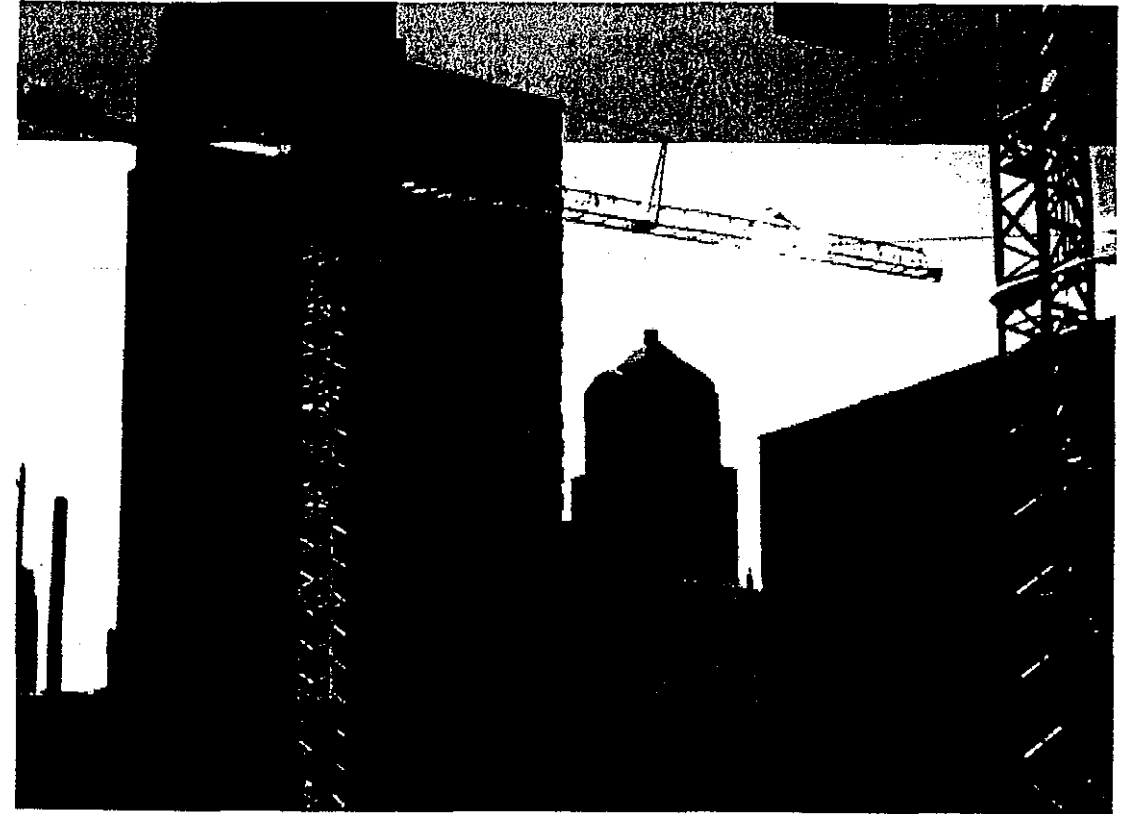
D. Allow bonuses for neighborhood and streetscape amenities to be used offsite (but within the Denny Triangle Neighborhood) with additional incentives for investing in the "Residential Enclave" areas.

E. Designate 9th Avenue as a Green Street. Form a neighborhood Green Streets design team

F. Provide gateway elements such as public art, hanging baskets, signs and banners to give identity to the neighborhood. Locations: Denny and Stewart, Dexter and Denny, Westlake and Denny (see also Gateways, below)

G. Evaluate an open space purchase, or negotiate as mitigation from the Federal Courthouse Project, to obtain a pocket park North of Stewart Street.

H. Explore ways to assure the plan is implemented over time.



## Key Activity #3: Transportation and Traffic Circulation Improvements

Analyze key intersections in the Denny Triangle to alleviate bottlenecks that clog local streets and inhibit local access:

A. Freeway Bottleneck Improvements. Design and implement a solution to the I-5 entrance and traffic problems along Howell, Denny, and Stewart at Yale Street.

B. Aurora Bottleneck Improvements.

- Develop a better traffic flow and circulation pattern at Aurora and

Denny Way.

- Create Gateway elements in conjunction with Dexter & Aurora improvements.

C. 9th & Westlake Couplet: Develop traffic-calming and circulation improvements to Westlake/9th and Denny to route through traffic away from 9th Avenue and/or Terry in order to make them "protected residential streets".

D. Future mass transit planning: Allocate resources for future planning for housing, employment and transportation in conjunction with potential RTA stations and Monorail improvements (5th Avenue at Bell and/or Blanchard Key).

E. The Denny Triangle Neighborhood considers Convention Place Station as a critical focal point for the entire neighborhood. Any future planning related to the

station shall include Denny Triangle stakeholder participation.

#### **Key Activity #4: Convention Place Station (Long Term)**

This is a long-term project to take advantage of the development capacity above the potential underground RTA station at the Convention Center to anchor residential development, transition to the entertainment/amenity area of the downtown, and create local amenities to benefit the neighborhood. The project could include any or all of the following:

A. Negotiate with METRO/RTA to obtain city control of air rights above the potential RTA Station at 9th & Pine.

B. Develop a "transit-village" mixed use project, supported by ISTEAs funding, that includes the following:

- A City-wide amenity (like a library or other resource) that would benefit from RTA access
- Open Space on the site
- Housing above the site to anchor the 9th & Terry Greenstreets couplet as a residential site.
- Office and Commercial space

C. Designate the triangle of land border by Howell, Olive, and Terry for future land purchase by the City for developing it into a park linked to the Convention Center Project and tied to the "Residential Enclaves and the green streets at 9th & Terry.

D. Initiate a study to improve Boren Avenue as a "transit and circulation link" with First and Capitol Hills including East/West connections.





# HOUSING

Housing in the Denny Triangle is a combination of vision and reality. The vision expressed in the comprehensive plan is for an additional 3,778 units (about 350% of current housing). The community's vision is of a mixed-income residential neighborhood, is to provide for 1,178 units of housing in each of the four (4) income categories. The current reality is of a neighborhood of enormous capacity and little development — parking lots, a few office towers, and a smattering of housing. It is mostly underutilized land, being banked while awaiting office development pressure to expand from the city's core.

To achieve the housing goal means breaking loose the realities of current development economics. This plan focuses on zoning/code changes and on incentive-based programs to increase office development capacity and leverage the new economics of that capacity to attract housing. Elements of this strategy include:

- Increasing the zoned development capacity of the Triangle Area, while retaining significant bonuses for housing in the development equation, and expanding their potential uses to include low-moderate and market-rate housing.
- Direct housing "super-bonuses" for the first 500 units of housing built within the Triangle neighborhood

- Provide an additional bonus for the first 300 housing units--serving residents in the 50%-80% median income range--built within the Denny Triangle neighborhood boundaries.
- Provide an additional bonus for the first 200 housing units--serving residents in the 80%-120% median income range--built within the Denny Triangle neighborhood boundaries.

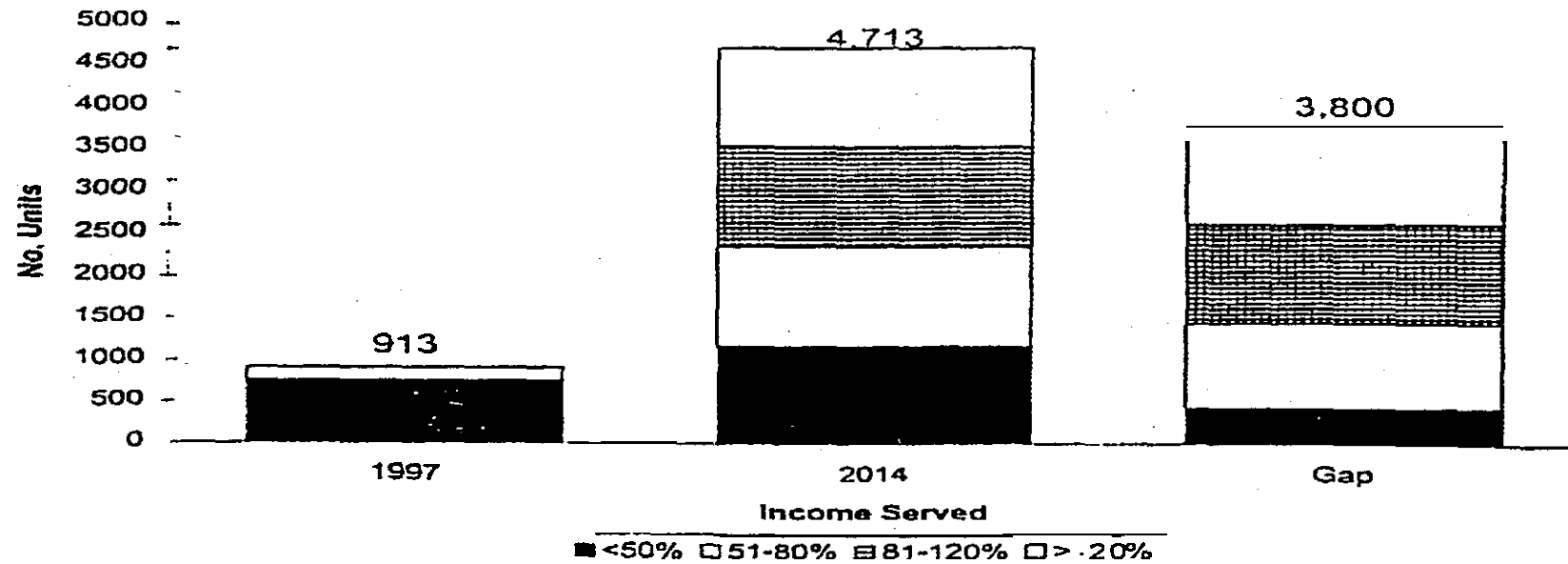
- Developing the conditions of the neighborhood — streetscape amenities, storefronts, and other housing — that attract housing development. Strategies include direct investments by the city, mitigation of large public projects such as the courthouse and the RTA station, and rewriting the city's current downtown bonus system to encourage development of streetscape and neighborhood amenities.
- Developer and community partnering with non-profit developers to develop mixed income housing projects that can create a core of housing
- Focusing on developing housing in a few large projects (such as air rights over the Convention Center RTA station) and along streets labeled as "residential enclaves."

Because the Denny Triangle is associated with five other neighborhoods in an overall planning effort for downtown, the specific zoning and bonus provisions should be built on the foundation of the overall recommendations, via Downtown Urban Planning Group, for Downtown Housing and Zoning. However, because the conditions and issues in Denny Triangle are in many cases, unique, there are expected to be some areas of individualized bonuses, zoning and other provisions.

## **Relationship to the Comprehensive Plan:**

The comprehensive plan is, in a sense, leading the effort to put a residential neighborhood in the Denny Triangle area. As an identified Urban Center Village, it suggests a target of 3,778 additional units of housing to be built in an area that barely contains 1,000 today. This suggests focused strategy options necessary to create incentives for that housing. In addition, language in the plan suggests that low-income housing should not be concentrated, but dispersed. Since the Denny Triangle currently contains only low-income or low-moderate income housing, the plan focuses on strategies to incentivize all housing, primarily moderate-income housing. This is a departure from historical city policy, but is well within the outlines of the new Comprehensive Plan Housing goals.

**DENNY TRIANGLE  
HOUSING  
STATISTICS  
AND  
TARGETS:  
1998-2014  
PRESENT,  
FUTURE AND  
EXISTING GAP**



# HOUSING RECOMMENDATIONS

Develop a diverse residential neighborhood in the Denny Triangle Area. Develop strategies to ensure that the housing target of 3,778 additional units is developed by 2014.

**H.1. Use bonuses, zoning, TDR's and city investment to encourage housing throughout the Denny Triangle Neighborhood. (See Land Use Recommendations for specific suggestions)**

1. Leverage Housing through increased development capacity for office development

2. Continue to allow housing to be exempt from FAR calculations in all zones

3. Expand current downtown housing bonus to include moderate and low-moderate market-rate housing.

4. Change the bonus schedule so that housing is bonused earlier

5. Update the bonus schedules to reflect current value.

**H.2 Preserve and replace existing low-income units in the Denny Triangle neighborhood throughout**

**the life of the plan.**

1. Continue to inventory existing low-income units.
2. Utilize tax-abatement strategies, in cooperation with programs associated with the Mayor's Housing Action Agenda, for existing and new housing projects
3. Research and implement special low interest loan programs funded by the City, perhaps in cooperation with private lenders.
4. Exempt utility fee connection charges and

other street related use fees for below 80% of median income housing development

**H. 3. Create added incentives for immediate development of 500 units of housing.**

1. Consider a neighborhood-specific "superbonus" for housing development in the Denny Triangle.

- Provide an additional bonus ("super-bonus") for the first 300 housing units--serving residents in the 50%-80% median income range--built within the Denny Triangle neighborhood boundaries.

- Provide an additional bonus for the first 200 housing units--serving residents in the 80%-

120% median income range--built within the Denny Triangle neighborhood boundaries.

5. Evaluate the "superbonus" after five years or after 500 units have been permitted, whichever comes first. Consider removing the "superbonus" once these milestones have been reached.

**H4: Additional incentives for housing and amenity bonuses to encourage residential enclaves along green street couplets at 9th/Terry and Bell/Blanchard.**

1. Allow offsite bonuses for housing, amenities, and streetscape amenities, with additional preferences for investing in the above identified areas.

2. Invest city resources within the next three years to create tree plantings and sidewalk amenities. (See Key Projects)

3. Implement strategies to slow traffic, and encourage pedestrians, on the designated streets.

**H5: Develop or partner with a Community Development Corporation or non-profit housing group to monitor progress in Denny Triangle housing goals**

1. Identify a stewardship organization for meeting plan goals and involving the community in future decision making at the adoption of the Neighborhood Plan.

2. Develop pilot projects that mix subsidized low-income housing with market rate housing and office development throughout the neighborhood.

3. Negotiate with developers and the City to preserve or replace low-income housing.

4. Ensure continuous neighborhood participation from developers, residential interests, and other interested parties in implementing the Housing and other strategies of the neighborhood plan.

**H6: Adopt the Denny Triangle Housing Goals, the Urban Center Village Designation and Urban Center Village Boundaries as developed in the City's Comprehensive Plan.**

**Housing Goals:**

1. To create a mixed-use residential neighborhood, priority shall be given to increasing the number of residential households within the Denny Triangle neighborhood.

2. New residential development should support the growth targets for downtown and the City and provide housing for a mix of age, incomes and life styles that is safe, healthy, and produces a quality environment with a distinctive character.

3. Encourage a blended mix of housing types that can coexist side by side. Consider vertical as well as horizontal mixes of market rate housing in mid and high-rise structures with low-income hous-



# LAND USE RECOMMENDATIONS

The key recommendations of the land use element of the Denny Triangle Neighborhood Plan are designed to assist in the creation of a mixed use urban neighborhood that meets the City's Comprehensive Plan growth targets.

The Denny Triangle Neighborhood Plan envisions the transformation of an unrealized area of office development and large areas of surface parking lots into a vibrant neighborhood with a distinct identity, and a real "sense of place". The Neighborhood's desire is to partner with the City to leverage market forces to create this mixed-use neighborhood. Land use and regulatory changes are necessary to achieve this goal. The following are key goals, objectives and strategies recommended for the land use element of the neighborhood plan:

## Goal:

Create a mixed-use urban neighborhood that meets the City's Comprehensive Plan growth targets for households and employment through changes in the City's current land use/zoning policies that will stimulate both residential and commercial development within the Denny Triangle.

## Objectives:

To create a mixed-use neighborhood that combines commercial office development, retail sales and services, social and public services, and residential households throughout the Denny Triangle neighborhood.

To use zoning changes, bonusable public benefit features, increased height limits and public amenities to

encourage a blend of commercial and residential development and public open spaces.

To encourage a mix of low, moderate and market rate affordable housing throughout the neighborhood with project specific mixes of commercial and residential development. Encourage a "residential enclave" of predominately residential development along key green streets with specific public amenities such as small parks, improved streetscapes, retail functions and transportation improvements that support both residents and neighborhood employees.

To develop a system of incentives, floor area bonuses, height limit increases, transfer of development rights (TDR's), design review processes and property tax abatement exemptions that encourage the development of affordable housing in the neighborhood. To take advantage of planned transportation and mobility improvements over the next 10 years to focus future growth.

## Strategies/Actions

### Zoning Actions:

Increase the floor area ratio, height limits, and bonus provisions in DOC-2 while retaining the exemption from



FAR calculations for residential uses.

Increase existing height limits by 100 feet in all zones throughout the Denny Triangle.

**Incentive System/Development Standards:**

1. Increase the Base Floor Area Ratio (FAR) in DOC-2 from 4 times the lot area to 7 times and increase the maximum FAR from 10 to 14. The bonusable public benefits used to achieve the maximum FAR would include incentives to create affordable housing, which is targeted within the Denny Triangle neighborhood boundaries. Exempt floor area for housing and street level retail uses from total FAR calculations in DOC-
2. Add 9th Avenue between Pike Street and Denny Way to the Green Street designation as a public benefit feature.
3. Revise the current bonus provisions and public benefits menu to include all types of housing, including market rate, through the system of a "housing pool". This would bonus the first 500 to 600 market-rate housing units built within the Denny Triangle neighborhood boundaries to encourage a mix of housing types and levels of affordability.
4. Reduce upper level building setback and open space requirements for small lot development on parcels less than 15,000 square feet in area. Provide incentives and TDR's for small lot development to allow their use as mid-rise, stick-frame developments.
5. Create a system that bonuses public open space,

Green Streets and parcel parks on off-site lots to create a Denny Triangle neighborhood park. A number of developments could receive bonus credits for contributions to the creation of open space within the neighborhood boundaries. Permit TDR's from sites for open space.

6. Permit high ceiling parking bays and or high ceiling apartments on the ground floors of new commercial or mixed-use developments that can easily be converted into retail space and restaurants once the market for these uses becomes viable.



# URBAN FORM

The Denny Triangle Neighborhood Plan seeks to move its community toward a diverse, mixed-use character that provides a transit/pedestrian-friendly atmosphere.

Over the next 5 to 10 years, the Denny Triangle will experience dramatic changes to its character and form. Change will almost certainly include significant public investment that can both complement and stimulate parallel private investment. Two factors will influence the character and form of our neighborhood: The City's Comprehensive Plan and construction of the United States Federal Courthouse facility.

The City's Comprehensive Plan projections for the Triangle target growth of an additional 3,778 residential households and 23,600 new jobs by the year 2014. In response, the Denny Triangle Neighborhood Plan envisions the transformation of parking lots and underutilized parcels into a mix of commercial office buildings, high density residential, hotel and hospital-ity functions, and retail activities located adjacent to the downtown office and retail cores. While the area has long been seen as the natural extension of the downtown office core, it has only recently been discussed as an area appropriate to absorb future residential growth in the city as a high density residential neighborhood with its own unique character.

## *Streets and Walkways:*

Developing a livable neighborhood in the Triangle will require creating a "sense of place" for residents and workers alike. Key to the development of a sense of place in the Triangle is creation of a "neighborhood" within the noisy hustle and bustle of this downtown area. What distinguishes an urban "neighborhood" from the general urban development is providing vital streets – the connective tissue of the community. As elaborated in the Downtown Plan, the vitality of the streets is determined by:

- Buildings and architectural features--character, height and scale.
- The nature of new business—public or private.
- Street Level character – active facades, weather protection, street trees and other landscaping.
- Street Level uses -- retail and service uses.
- Open Space -- In the Denny Triangle, 'civic' is the more apt term for the purpose and character of open space. Public or private, soft or hard, green or paved passive or active, above or at-grade, the open space serves a dynamic, vital role in the quality day and night life of the Neighborhood.
- History – and a sense of place.

These streets would promote pedestrian activities that are in turn conducive to both office workers and resi-

dents. In cities with high-density neighborhoods such as San Francisco, Vancouver BC or Portland, the street becomes an outdoor "living room" where residents or workers meet and pass the time. Lined with small retail uses, services and restaurants, these streets can enhance both the office and residential environment.

Creation of these streets will require regulatory incentives, pioneering developer zeal, continued economic growth and quality urban design to carve out a neighborhood. Several strategies are already outlined in the Downtown Plan under Urban Form. The policies identified in the Downtown Plan are generally applicable to the Denny Triangle neighborhood.

## *Public Sector Development*

The Denny Triangle Neighborhood seeks to capitalize on its considerable assets such as its proximity to the downtown business core. It has pedestrian friendly terrain, and an emerging public transportation system that will make one of the most desirable transit-oriented communities in the entire region. It is increasingly rich in entertainment and leisure-time activities that are automobile-dependent and its capacity to comfortably host a wide variety of activities and uses without destroying its neighborhood scale and identity. As a result, this neighborhood sees a benefit from the siting of a new United States

Courthouse facility within its boundaries, provided critical mitigation measures are used which add to, and complement, the Neighborhood's emerging vision of itself.

**Policy: Street Trees**

Install Street Trees throughout Neighborhood:

As in other parts of Downtown Seattle, street trees are a relatively recent phenomenon, with the first street

trees probably installed with the monorail extension, in the early 1960s. Later city-sponsored tree plantings include plantings along Stewart Street, probably in the 1970s, and extensive plantings west of Westlake Boulevard, in the 1990s. Other tree plantings are directly the result of open space policies guiding private improvements in the Neighborhood, including development of new office, commercial and residential projects, and at-grade parking lots. The large area

west of Westlake Boulevard and north of Olive Way, with the exception of Stewart Street, is nearly devoid of trees, due to lack of recent development in the area.

**Near Term Goal:  
Install Gateway  
Markers:**

Gateway elements such as public art, hanging baskets, signs and banners are important to give identity to the neighborhood.

Locations: Denny and Stewart,

Dexter and Denny, Westlake and Denny (see also Gateways, below)

**Policy: Major New Open Spaces**

In the Denny Triangle, 'civic' is the more apt term for the purpose and character of open space. Public or private, soft or hard, green or paved, passive or active, above or at-grade, the open space serves a dynamic, vital role in the quality day and night life of the Neighborhood.

Existing parks generally lie outside the Triangle:

- Denny Park just north of Denny, is the City's oldest park
  - Commons Playground, adjacent to Denny Park, with a basketball court and field, is the only active recreation park for a large area
  - Westlake Park, at Westlake Center, is an urban plaza serving as a focal point for the Downtown
  - Washington State Convention Center and Freeway Park, a series of roof gardens and walks, connecting Downtown and Capitol/First Hill across the Freeway
- In the Triangle, two small wedges at the terminus of Westlake represent the only public park space and it largely functions as a traffic island.

**Develop Westlake Circle at the terminus of Westlake Boulevard:**

Identified in the Downtown Plan, development of a major new open space at Westlake Circle

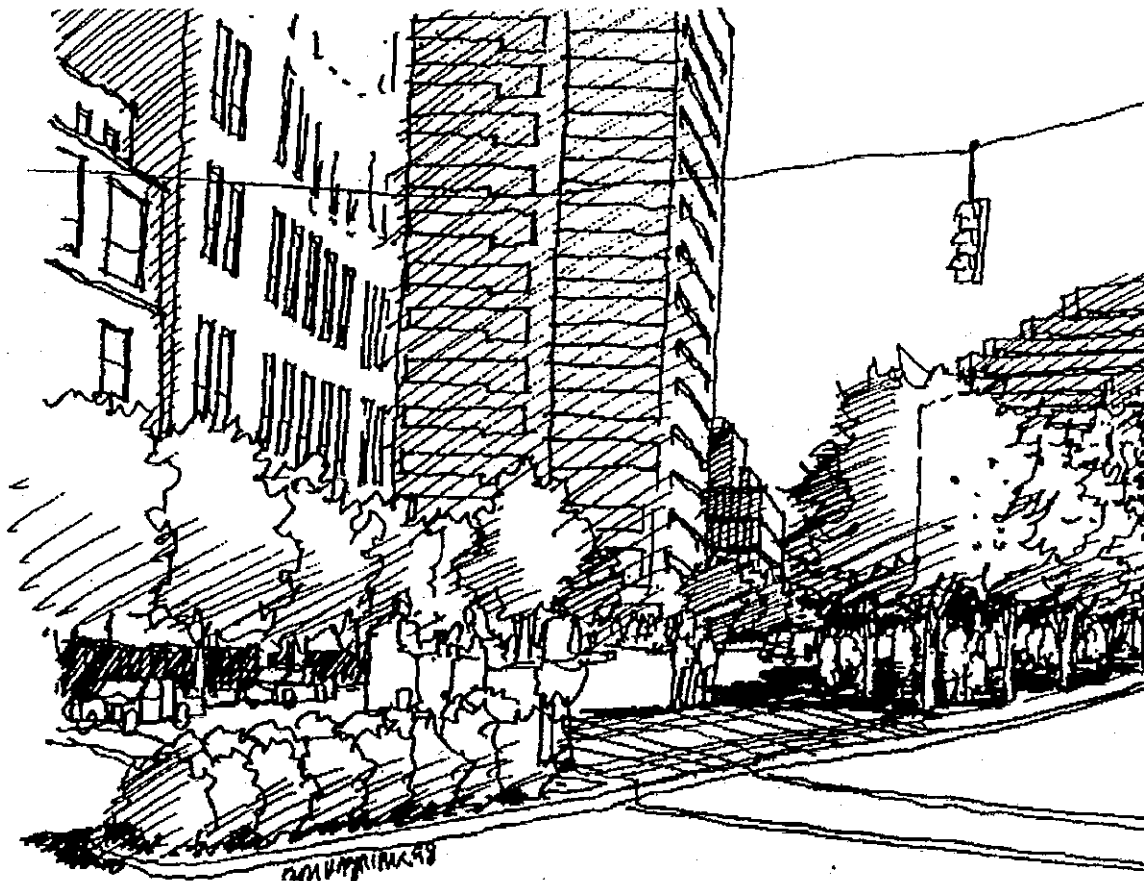


should provide a formal approach to downtown and celebration of Westlake. The project can serve as a catalyst for improvement of the Westlake Corridor.

**Develop the Olive/Howell Wedge Park:**

The Olive Howell wedge can serve as a valuable green island for pedestrians crossing from the Convention Center Station to the 9th Avenue/Terry Avenue Green streets.

**Near Term Goal: Develop Pocket Park**



**Long Term Goal: Community Garden**

In accordance with the downtown urban center plan, Denny Triangle will partner with the City to identify a land purchase to develop into a community garden.

**Policy: Associated Spaces—Open Space in New Public Projects**

**United States Federal Courthouse Mitigation:**

The environmental impact statement for the United States Courthouse project indicates a need to provide substantial mitigation in the form of significant investments in neighborhood-friendly enhancements. Such enhancements would improve and strengthen the integration of this facility into the surrounding community.

The Denny Triangle community's vision is to function as a business/employment center as well as a diverse

multi-dimensional residential community. How the Denny Triangle community becomes an ideal host community for the federal courthouse project will, ultimately, be determined by the willingness of federal agencies and the City of Seattle to provide adequate mitigation to minimize the intrusive aspects of such a large scale development.

The following strategic initiatives need to be considered to assure that adequate mitigation steps are taken in connection with this project:

- The General Services Administration (GSA) assures that mitigation measures specified in the Final Environmental Impact Statement (FEIS) are implemented.
- Significant public investment be made in infrastructure.
- The GSA seeks to create a strong, positive environment and forum that will prove beneficial to the realization of the Neighborhood Plan.

The FEIS identifies adverse impacts in the form of reductions in the supply of low-income housing in the Denny Triangle. The selected site will result in the displacement of residential units in the Love Building, as well as a small number of businesses currently serving the Neighborhood. If at all possible, relocation should be within the Denny Triangle.

It should be noted also, that the siting of the courthouse is expected to bring more than 620 federal employees into the Denny Triangle



Neighborhood, thus resulting in a significant positive impact on overall employment goals for the Neighborhood. In bringing new employees to the neighborhood, GSA must recognize the following concerns:

1. That the Triangle neighborhood is deficient in park and green space. The GSA should maximize the use of street trees, green space and design elements to create a sense of peacefulness, and complement the highly urban character of the Triangle Neighborhood.
2. Reduce and calm traffic around the federal courthouse to allow the residential character of the neighborhood to emerge from the shadow of the predominant commercial character of the present day community. The addition of traffic calming devices could serve to reinforce the notion of the Triangle Neighborhood as a multi-use community.
3. Foster the development of multi-income housing stock in this neighborhood to encourage its maturation as a diverse multi-faceted and vibrant 24-hour neighborhood.
4. Target Neighborhood residents for job opportunities to further strengthen the resident employment bases of this community.
5. Address the need for resident-friendly public facilities, such as child care facilities within the Denny Triangle.

#### **Public Transit:**

The Convention Center, and Ninth and Pine Transit Center were developed under guidelines that new projects shall include significant public open space. In the development of future projects, the quantity and quality of open space should be clearly defined early to ensure the projects increase the amount of meaningful open space in the neighborhood. Anticipating plans and proposals for public developments, the Neighborhood can have a strong voice in their development, including:

- Development of Air Rights over Convention Place RTA Station for public uses, including open space
- Provide Open Space as part of the New Federal Courthouse Project

#### ***Policy: Special Triangles -- Gateways***

Redevelop small triangles as gateway elements: Gateways are the major entrances to a district – Denny Triangle itself serves as a major gateway to the City of Seattle and several points are key gateways into the neighborhood and downtown. Coincident with these locations, the Triangle is made up of small triangles, which make for low property values, but high visibility and accessibility. With vacating of underused right-of-ways, etc., and patterned pavements spanning streets, triangles can become gateways:

- Denny/Westlake Gateway – Provide Improved Pedestrian Access to Denny Park & Playfield
- Aurora at Denny and 7th Avenue

- Stewart Street at Denny Way and I-5

#### ***Policy: Special Streets***

Redevelop Westlake Boulevard as a linear urban design element:

It is a long-standing policy repeated in the Downtown Plan that Westlake Boulevard shall be developed as a linear urban design element to provide a pedestrian amenity, and form a functional and visual linkage from the downtown core to Lake Union.

As Westlake cuts across the grid, it opens up a series of blocks that collectively could contribute to a very positive open space environment. However, improvements on Westlake have been largely restricted to installation of unifying stand of street trees (Horsechestnut). Unlike many of the other planned improvements, tied to parcel development, improvement of Westlake must be a City-sponsored effort that should be tied to utility transportation and other infrastructure improvements.

Westlake Boulevard should be redeveloped as a linear urban design element to provide a pedestrian amenity, and form a functional and visual linkage from the downtown core to the lake. Following from the 1995 Pine Street Advisory Task Force Report, a similar task force should be established for Westlake. Proposed improvements include:

- Develop a landscaped boulevard with bike lanes and with widened sidewalks

- Gateway/Terminus at Westlake Circle (see above)
- Vacate street connections at 7th Avenue and Blanchard Street as shown in the 1995 Downtown Plan, and/or at 9th Avenue or Lenora Street to provide the opportunity to steer away traffic and establish pedestrian enclaves (see below)
- Provide incentives for Boulevard-related amenities extending to all intersected blocks

**Implement Pine Street Improvements:**

Commitments and Actions identified by the 1995 Pine Street Advisory Task Force Report should be extended through the Denny Triangle, including:

- Gateway element at I-5
- Comprehensive street tree planting
- Comprehensive street furniture
- Enhanced night lighting

**Improve Denny Way:**

The major edge to the Neighborhood, with high visibility and few amenities.

**Near Term Goal: Improve Alleys**

Trash, sweeping, security, etc. can improve alleys and can be addressed by small Business Improvement Associations (BIAs) to turn current liabilities into areas for outdoor dining, shops, etc.

**Near Term Goal: City to Provide Additional Alley Lighting**

Additional alley lighting will encourage pedestrian use, reduce crime and encourage retail or other alternative uses. Locations: alleys between Boren and Virginia and between Terry and Boren. Light behind the Julia Apartments

**Policy: Green Streets**

Designate 9th Avenue as a Green Street to create a Green Street "Couplet" with Terry Avenue.

Bell and Blanchard Streets, already designated Green Streets in the Downtown, serve as a "couplet" that can begin to anchor a neighborhood west of Westlake. East of Westlake, Terry Avenue is a designated Green Street and helps to anchor the nascent residential community. Designating 9th Avenue, one block south, as a green street will create a second couplet, which will strengthen the neighborhood. Including 9th Avenue as a Green Street would provide a pedestrian enhanced environment that would link the residential enclave with the Convention Center Station and the future Sound Transit Light Rail. These couplets begin to establish area "sense of place" to promote this live-work neighborhood as well as providing much needed open space and a green visual relief to the hard surfaces of the city.

**Develop Designated Green Streets:**

Development of Terry and 9th Avenues and Bell and Blanchard Streets could include widening and landscaping of sidewalks, limiting of traffic to local access,

closing certain street ends to divert traffic and the development of "common thread" streetscape elements such as street furniture, street lights, paving, banners signage and public art to tie the area together with a unique character.

Designation of a Green Street alone will not establish these neighborhood arteries. Current incentives for the development of these Green Streets include additional floor area bonuses to projects abutting the street. Another mechanism for implementation is the City's Community Development Program, a policy in the Downtown Plan that can direct development resources to areas of the city to encourage residential development. This technique was used along Second Avenue for streetscape improvements. To date, the only green street improvements in the Denny Triangle is the planting of street trees along Bell and Blanchard Streets.

**Form a Green Street design team.**

The Denny Triangle Neighborhood Association will partner with the City to create a mechanism for green street development. Under the City's "Green Streets Ordinance" the Design Team will:

- Determine how a plan is implemented so projects are built in planned stages, not piecemeal. Also determine what technical studies need to be undertaken.
- Create a neighborhood-based priority system with consideration given to funding, most needy area, and most relevant local development.
- Consider opportunities for creative design

# TRANSPORTATION

Attached are summaries of corridor/issue area improvement concepts that have been developed in response to direction from the Planning Committee (at its 5/12/98 meeting). Summaries were prepared for the following "projects:"

- Westlake Landscaped Boulevard
- Denny/Aurora/Dexter Interchange-Intersection Improvements
- Stewart/Denny/Yale/Howell/southbound I-5 Interchange-Intersection Improvements
- Pedestrian Improvements on Arterials (Boren, Stewart, Howell, Olive, Denny, 6th, 7th, Virginia)
- Bicycle System Improvements
- Transit Facilities and Service Improvements
- Car-Sharing Program
- Free metered street parking for electric car.

## Westlake "Boulevard"

An integral element of the comprehensive land use and transportation plan for the Denny Triangle neighborhood is the conversion of Westlake Avenue to a landscaped boulevard. The boulevard concept was developed to meet both urban design/streetscape and traffic operation/circulation requirements. Because Westlake Avenue will remain a primary traffic artery into and

out of downtown, the boulevard design will need to facilitate smooth traffic flow. At the same time, because Westlake Avenue cuts directly through the Denny Triangle neighborhood and across its street network, the boulevard design also must modify side-street and cross-street connections, revise traffic control (e.g., channelization, signalization), and improve the safety and convenience of pedestrian movement along and across the street throughout the corridor.

## Objectives / Issues to be Addressed:

- Integrate Westlake Avenue into the neighborhood physically, aesthetically, and operationally, while maintaining its arterial functions at an adequate level.
- Improve pedestrian and bicycle safety and convenience along and across the Westlake Avenue corridor.
- Identify side-street closures and traffic calming and traffic management measures to ensure that Westlake traffic operates at appropriate speeds and that an adequate level of local access/circulation onto and across Westlake Avenue can be maintained for neighborhood traffic (auto, bicycle, and pedestrian); identify locations for curb bulbs, mid-block refuges and medians, curb ramps, pedestrian signals, and other traffic calming and pedestrian safety devices and crossings
- Improve operations, safety, and aesthetics at the various multiple-side/cross-street, oblique-angle, exces-

sively wide, and otherwise "non-standard" intersections along the Westlake Avenue corridor.

- Develop a side-street closure and traffic calming/management plan that supports/complements the neighborhood land use plan for the areas surrounding Westlake Avenue.

## Recommendations:

1. Reconstruct Westlake Avenue as a landscaped boulevard:
  - Provide two travel lanes in each direction separated by a raised landscaped median, with left turn lanes and/or U-turn lanes, and retaining on-street parking and bus zones; consider bicycle lanes
  - Close or realign side-streets and cross-streets as necessary to maintain traffic operations on Westlake and to establish the neighborhood traffic circulation patterns envisioned/required by the land use plan.
  - Improve bus stops and pedestrian crossings by installing painted crosswalks, curb bulbs, pedestrian median refuges, and pedestrian signals as appropriate.
  - At the more expansive, 6-legged Westlake intersections – e.g., 7th/Virginia, 8th/Lenora, and possibly 9th/Blanchard – consider the "modern roundabout" concept (not to be confused with the small traffic calming "traffic circles" that are

being installed by the dozens on local streets) for intersection design/traffic control.

2. Reconfigure "non-standard" Westlake Avenue intersections to better accommodate pedestrian traffic via landscaped unused street right-of-way and islands.

### **Project Development: Next Steps:**

1. Specify type and location of pedestrian improvements.

2. Specify type and location of street, traffic control, and landscape improvements for the "non-standard" intersection.

3. Prepare complete conceptual plan for recommended corridor improvements.

4. Prepare initial traffic operational analysis for boulevard concept.

5. Initiate conceptual planning process for recommended Westlake Avenue Corridor improvements:

- Establish project team: Identify project team members, including City agencies, community representatives, and as necessary other agencies

- SEATRAN

- Citizen Advisory Committee or Task Force (to review technical analysis results and provide direction for the planning and design activities of the project development process)

- KC Metro Transit

- Define the scope of work and schedule for conceptual planning/design phase of project development

- Determine cost and identify funding source(s) for conceptual planning/design work

6. Prepare complete conceptual plan for recommended Westlake Avenue Corridor improvements:

- Prepare technical analyses, including (as needed) origin-destination studies and traffic capacity and operational analyses

- Identify side-street closures and realignments, and specify lane configuration, channelization, and traffic control improvements needed at key intersections

- Analyze/evaluate alternatives, and select preferred alternative(s) for design and implementation

### **Transit Service and Facilities**

#### **Problem Statement:**

Although many buses pass through the Denny Triangle, the service is not easily accessible and does not serve well the travel needs of neighborhood residents.

Many bus routes serve the Denny Triangle neighborhood while passing through enroute to/from downtown. Although the bus service in the Denny Triangle provides good access to downtown and an eclectic mix of suburban and north end areas (via the Westlake/Dexter routes and the routes that use Stewart/Howell or the Transit Tunnel), convenient

transit connections within the neighborhood and to nearby destinations –the Denny Regrade, Seattle Center, First Hill, etc. – do not exist.

The Denny Triangle Neighborhood relies heavily on transit service. Transit is a critical element of the transportation system that provides internal and external access and mobility for current and future neighborhood residents and office employees. Because the street system has nowhere near the capacity needed to accommodate traffic generated by forecasted neighborhood population and employment growth, it is imperative that residents' need to own and use autos and employees' need to commute in autos be minimized. For this reason it is critical to the future health and vitality of the neighborhood and its residents and businesses to maintain and improve Denny Triangle transit service.

#### **Objectives / Issues to be Addressed:**

1. Review and evaluate basic route structure serving the neighborhood: identify route revisions needed to better serve existing and planned population and employment

2. Improve the convenience of access and the network connectivity of the transit system

3. Develop alternative modes to provide additional "auto-less" access to Denny Triangle

#### **Recommendations:**

1. Improve basic route structure serving the neighborhood:

- Consolidate/clarify routes and available service in the Denny Triangle
- Develop downtown-First Hill-Capitol Hill circulator/shuttle service

2. Improve transit system access and network connectivity:

- Maintain/improve direct connections to/from the Denny Regrade, Seattle Center, South Lake Union, and First Hill
- Identify opportunities for consolidating or relocating bus stops
- Identify locations where shelters and pedestrian safety improvements are needed to serve existing riders
- Identify locations where shelters and pedestrian safety improvements are needed to serve future residential and commercial development

3. Extend downtown free-fare zone to include the Denny Triangle neighborhood.

4. Study alternative modes of transportation to provide additional "auto-less" access to Denny Triangle.

**Arterial Corridor Pedestrian Improvements (Stewart Street, Howell Street, Olive Way, Boren Avenue, Denny Way, 6th Avenue, 7th**

**Avenue, Virginia Street)**

**Problem Statement:**

Traffic operations – congested and uncongested – on the Denny Triangle’s numerous arterial streets reduce the safety and convenience of pedestrian crossings to an unacceptable level. The pervasive limitations placed on free pedestrian circulation by the arterial system as it exists will make it difficult if not impossible for the Denny Triangle neighborhood to support the forecasted population and employment growth.

Due to the Denny Triangle’s proximity to downtown and the fact that numerous downtown access routes pass through it, virtually all Denny Triangle streets are principal or minor arterials. Although the traffic-carrying function of many of these streets is of critical importance to the accessibility of downtown (and to a lesser extent, the South Lake Union and Seattle Center areas), roadway widths and the speed and volume of the traffic make these arterials very difficult for pedestrians to cross. As a result, the arterials have become barriers to safe and convenient pedestrian circulation within the neighborhood. This is a serious problem in the Denny Triangle neighborhood, where free pedestrian circulation to/from transit stops/stations and within and amongst the existing and planned residential areas, the existing and planned office buildings, and neighborhood commercial/retail services is critical not only to the continued vitality and viability of existing neighborhood activity, but also to the basic

ability of the neighborhood to accommodate the population and employment growth forecasted for it.

**Purpose and Objectives of Project:**

Improve pedestrian safety and convenience along and across the arterials in the Denny Triangle neighborhood: identify locations for curb bulbs, mid-block refuges and medians, curb ramps, pedestrian signals, and other pedestrian safety devices and crossings.

**Recommended Improvements/Actions:**

Improve pedestrian crossings by installing the following devices, as appropriate, at bus stops, on primary walk routes within and through the neighborhood, and at a spacing of no greater than two blocks elsewhere:

- Paint crosswalks
- Curb bulbs
- Pedestrian median refuges
- Pedestrian signals

**Project Development: Next Steps:**

1. Specify type and location of pedestrian improvements
2. Prepare complete conceptual plan for recommended corridor improvements

**Bicycle Improvements**

Bicycling is of significant importance in the Denny Triangle neighborhood. In addition to the

bicycle trips within the neighborhood (e.g., trips between residences and businesses), major bicycle routes to/from downtown pass through the Denny Triangle.

Significant numbers of bicyclists traverse the Denny Triangle neighborhood every day, and improving the safety and convenience of bicycle access and circulation in and through the neighborhood is a high priority.

**Objectives / Issues to be Addressed:**

Improve safety and convenience of bicycle travel within and through the Denny Triangle neighborhood.

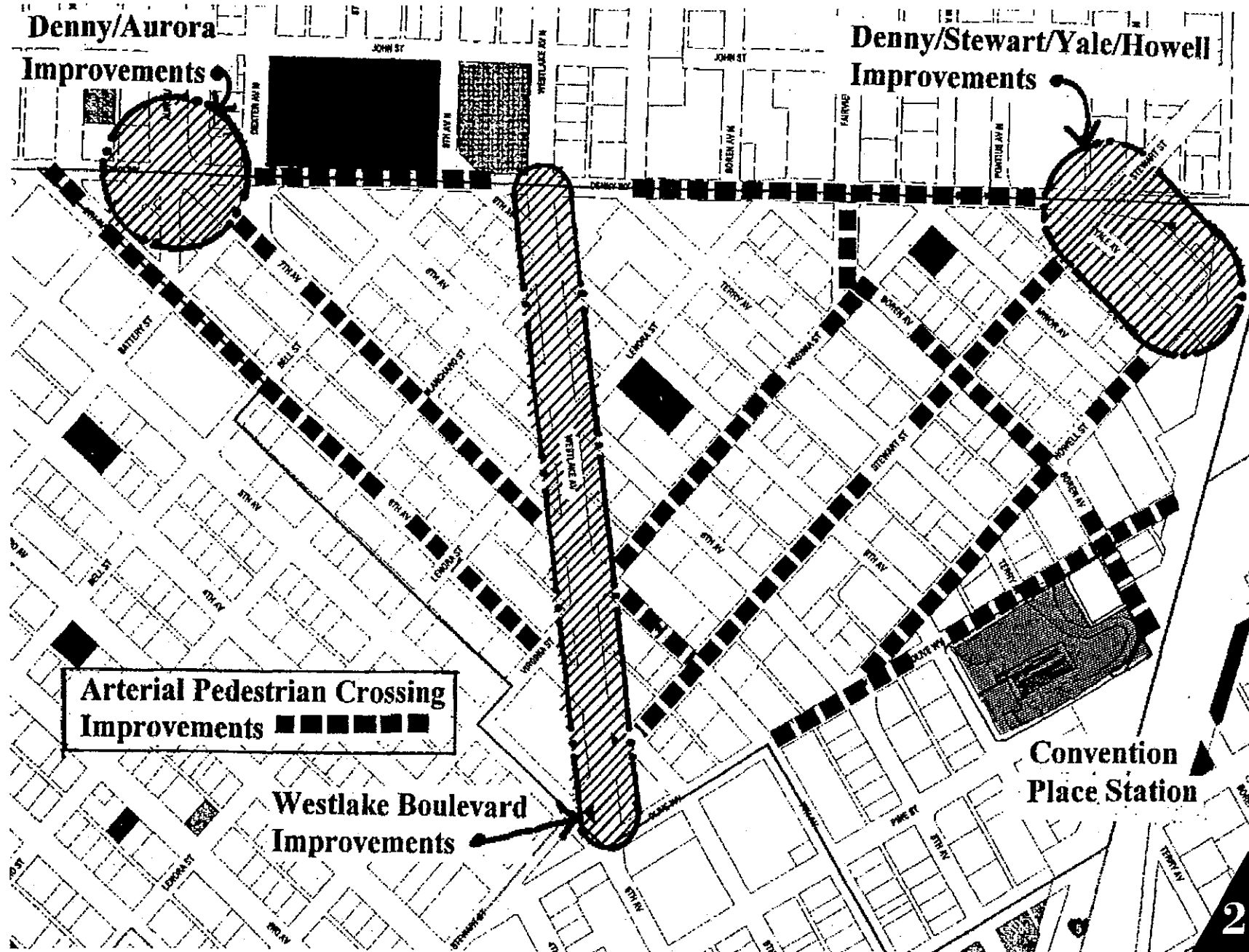
**Recommendations:**

1. Locate and develop attractive high-capacity bicycle connections ("bike-ways") that are physically separated from auto traffic to the extent possible:

- Downtown – Dexter Avenue
- Downtown – North Westlake Avenue

2. Identify east-west bicycle routes through the neighborhood

**Project Development: Next Steps**



1. Develop conceptual plans for bikeway connections through the neighborhood to the Dexter Ave and Westlake Avenue bicycle routes.
2. Develop conceptual plans for east-west bicycle connections in the neighborhood.

### **Car-Sharing**

A car-sharing service consists of a group of individuals who share a fleet of cars in much the same way that members of a recreational organization share time-share condos. The vehicle purchase or lease agreements, maintenance, insurance and repair costs are borne by the service. To reserve vehicles, users phone a 24-hour reservation line, then pick up their car at a permanent location convenient to their residence, typically within walking distance. Car-sharing allows individuals to have the benefits of auto use, when needed, without the high fixed costs of car ownership. Users typically pay a one-time membership deposit, plus additional costs, based on the number of hours and/or mileage each time a car is used. Car-sharing promotes auto use as an equal transportation option along with transit, carpooling, bicycling, or walking.

Car-sharing has been operating successfully in several European countries, such as Switzerland and Germany, and in several Canadian cities, including Quebec, Montreal, Victoria and Vancouver, for the past few years. Demonstration programs are now being kicked off in several cities on the West Coast of the U.S., including Portland, Los Angeles and San

Francisco. In each U.S. city, the car sharing service is being implemented with different business structure.

The King County Department of Transportation recently has hired a consultant to prepare a business planning and development study to recommend options for setting up a one-year car-sharing demonstration program in one or more Seattle neighborhoods (First Hill/Capitol Hill, Denny Regrade/Lower Queen Anne, University District/Wallingford) by Fall, 1998.

#### **Objectives / Issues to be Addressed:**

Promote transportation options and develop institutions that reduce auto traffic and parking requirements by reducing neighborhood residents' reliance on ownership and operation of personal autos.

#### **Recommendations:**

The City shall study the development of a car-sharing program for current and future Denny Triangle residents. The program would be modeled after a non-profit, cooperative enterprise. This program is not intended to be funded by development.

### **Denny Way/Aurora Avenue/Dexter Avenue: Intersection – Interchange Improvements**

#### **Problem Statement:**

The Denny Way/Aurora Ave and Denny Way/Dexter Avenue intersections form a major bottleneck on Denny Way, backing up traffic along Denny Way and blocking/delaying access and circulation along the

north side of the Denny Triangle neighborhood.

Denny Way is classified as a Principal Arterial, and provides a primary connection between Capitol Hill, I-5, Seattle Center, the waterfront, and the various north-south arterials west of I-5 (Fairview Avenue, Westlake Avenue, Dexter Avenue, Aurora Avenue, Broad Street, Queen Anne Avenue, and 15th Avenue). Denny Way is a key link in the street system serving not only the Denny Triangle neighborhood, but also the South Lake Union, Cascade, Denny Regrade, and Queen Anne neighborhoods as well.

The Denny Way/Aurora Avenue interchange area encompasses three closely-spaced intersections on Denny midway between I-5 and the waterfront: south-bound Aurora off-ramp/Wall Street, north-bound Aurora on-ramp/Battery Street, and Dexter Avenue. Severe congestion at these intersections occurs during the weekday a.m. and p.m. peak periods, on weekends, midday, and anytime there is a major event at the Seattle Center. This frequent congestion on Denny Way restricts neighborhood access and circulation and impacts the residential and commercial viability of adjacent and nearby land uses.

#### **Objectives / Issues to be Addressed:**

Develop conceptual plans to fix the Denny/Aurora Interchange traffic bottlenecks, and to route traffic around – rather than through – key portions of the neighborhood.

### Recommendations:

Develop a set of intersection improvements to relieve the Denny/Aurora bottleneck:

- Consider the applicability and utility of a full range of potential improvements/actions, including but not limited to the following: eliminate southbound through movements from Aurora onto Wall St (or close Wall south of Denny); prohibit left turns from southbound Aurora onto eastbound Denny (e.g., by reroute this traffic via Wall, 8th, and Battery); reconfigure southbound Aurora to provide two left turn lanes; install left turn pockets on Denny at Dexter; shift Denny/Aurora-Wall intersection east and merge it with the Denny/Battery-Aurora intersection; completely redesign and rebuild intersections.
- Coordinate/consolidate interchange-intersection improvements with Denny Triangle "gateway" urban design and open space concepts (the gateway and intersection concepts should be developed jointly).

### Project Development: Next Steps:

1. Initiate conceptual planning process for recommended Denny/Aurora Interchange Area improvements:

- Establish project team: Identify project team members, including City agencies, community representatives, and as necessary other agencies

### SEATRAN

- Citizen Advisory Committee or Task Force (to review technical analysis results and provide direction for the planning and design activities of the project development process)
- WSDOT
- KC Metro Transit

• Define the scope of work and schedule for conceptual planning/design phase of project development

• Determine cost and identify funding source(s) for conceptual planning/design work

2. Prepare complete conceptual plan for recommended Denny/Aurora Interchange Area improvements:

• Prepare technical analyses, including (as needed) origin-destination studies and traffic capacity and operational analyses

• Develop conceptual alternatives that address the identified Denny/Aurora/Dexter congestion problems; specify lane configuration, channelization, and traffic control improvements on key street segments and at key intersections, Aurora Ave ramp modifications, and HOV lane and bus zone requirements

• Analyze/evaluate alternatives, and select preferred alternative(s) for design and implementation

### Denny Way/Stewart Street & Yale Avenue/Howell Street/Southbound I-5 Intersection-Interchange Improvements

### Problem Statement:

The Howell Street/Yale Avenue/Southbound I-5 on-ramp intersection – in conjunction with the Stewart Street/Yale Avenue and Denny Way/Stewart Street intersections – creates a bottleneck on two major I-5 and downtown access routes through the Denny Triangle neighborhood. This bottleneck and the queues it creates severely restricts access and circulation throughout the Denny Triangle neighborhood.

Denny Way is classified as a Principal Arterial, and provides a primary connection between Capitol Hill, I-5, Seattle Center, the waterfront, and the various north-south arterials west of I-5 (Fairview Avenue, Westlake Avenue, Dexter Avenue, Aurora Avenue, Broad Street, Queen Anne Avenue, and 15th Avenue). Denny Way is a key link in the street system serving not only the Denny Triangle neighborhood, but also the South Lake Union, Cascade, Denny Regrade, and Queen Anne neighborhoods as well. Stewart Street and Howell Street form a one-way couplet linking the I-5 Reversible Express Roadway and Denny Way to downtown (Stewart inbound, Howell outbound); both are classified as a Principal Arterials.

During peak and midday periods, eastbound (southbound I-5-bound) traffic queues back from Yale/Howell on Denny Way sometimes as far west as Fairview Ave, and during the afternoon peak period northbound traffic on Howell backs up all the way to Olive Way in downtown. This bottle-



neck and the queues it creates severely restricted access and circulation throughout the Denny Triangle neighborhood.

**Objectives / Issues to be Addressed:**

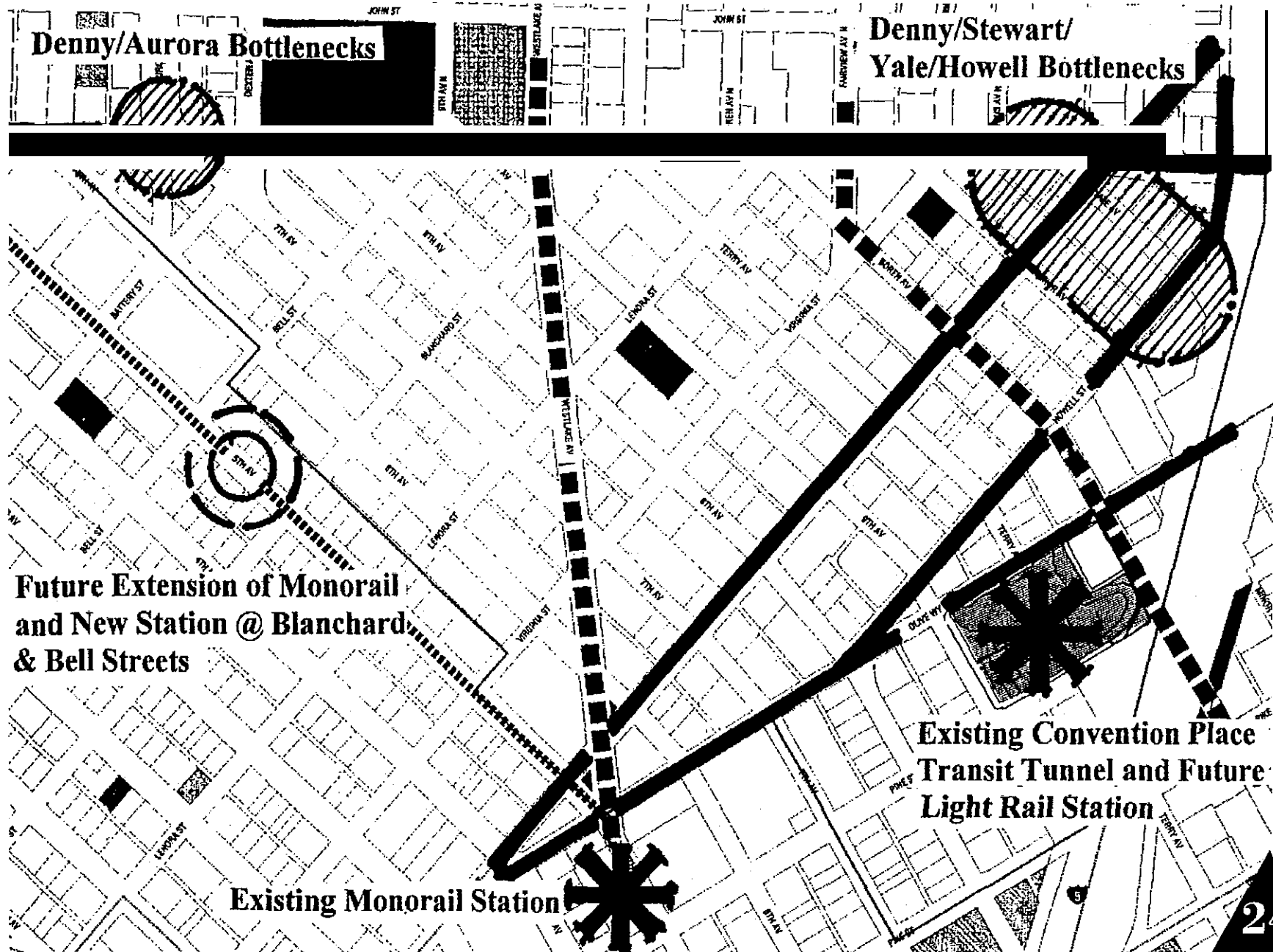
Develop conceptual plans to fix the Denny/Stewart/Yale/Howell intersection(s) traffic bottlenecks.

**Recommendations:**

Develop a set of intersection and freeway ramp improvements to relieve the Yale/Howell/ Southbound I-5 bottleneck and Denny/Stewart and Stewart/Yale congestion. Consider the applicability and utility of a full range of potential improvements/actions, including but not limited to the following:

- Signal timing modifications and optimization
- Channelization and lane configuration modifications
- Grade separation (e.g., previously-proposed Stewart/Denny overpass)
- Freeway ramp improvements

**Project Development: Next Steps:**



1. Initiate conceptual planning process for recommended Denny Way/Stewart Street/Yale Avenue/Howell/I-5 Intersection-Interchange Area improvements:

- Establish project team: Identify project team members, including City agencies, community representatives, and as necessary other agencies

- SEATRAN

- Citizen Advisory Committee or Task Force (to review technical analysis results and provide direction for the planning and design

activities of the project development process)

- WSDOT

- KC Metro Transit

- Define the scope of work and schedule for conceptual planning/design phase of project development
- Determine cost and identify funding source(s) for conceptual planning/design work

2. Prepare complete conceptual plan for recommended Denny Way/Stewart Street/Yale Avenue/Howell Street/Southbound I-5 Intersection-Interchange Area improvements:

- Prepare technical analyses, including origin-destination studies and traffic capacity and operational analyses (including simulation of the multi-intersection study area street system)

- Develop conceptual alternatives that address the identified Denny/Stewart, Stewart/Yale, and Yale/Howell congestion problems; specify lane configuration, channelization, and traffic control improvements on key street segments and at key intersections, I-5 ramp modifications, and HOV lane and bus zone requirements



# The TRIANGLE

**DENNY TRIANGLE  
NEIGHBORHOOD**