



# City of Bellevue

## Factoria Area Transportation Study - Update Executive Summary

July 2005



Perteeet Inc. | Everett, Washington

## The Factoria Vision

Using the recommendations and guidelines created during the FATS Update project, Factoria will become a well-integrated, transit supportive, pedestrian oriented, mixed-use urban neighborhood.

### Well Integrated

In the future Factoria, transit, automobile and pedestrian connections provide customers, residents and visitors a variety of linkages to places where they work, shop, live and play. Convenient pedestrian connections reduce the reliance on the automobile and increases storefront exposure to customers.



### Transit Supportive

In this future Factoria, pedestrians use local transit service to connect to the regional system. Buildings next to transit stops provide rider amenities such as canopies, shelters, benches, and services. New residential development is near the transit stops or connected by sidewalks and trails.



### Pedestrian Oriented

In this future Factoria, pedestrians can stroll along streets lined with shops and services, with a planting strip or parking separating them from moving vehicles. The pedestrian network is a system of sidewalks, trails, passages and the mall too that all connect to the transit service points.



### Mixed Use Neighborhoods

In this future Factoria, a variety of land uses mixed together in the same building are integrated through pedestrian, transit and automobile mobility. New residential infill development provides more customers for businesses, more riders for transit and more community.



## Background

Transportation planning was conducted in 1992 for the unincorporated Factoria area as part of the East Bellevue Transportation Study. After the area annexed to Bellevue in 1993, the City initiated a detailed study of the transportation infrastructure. The 1996 Factoria Area Transportation Study (FATS) report addressed existing conditions and deficiencies, forecast traffic volume to 2010, and recommended projects to accommodate travel demand. Many of the recommendations have been completed.

On July 15, 2002 Council adopted a Land Use Code Amendment that allowed an additional 51,000 sq. ft. of retail and 685 residential units at Factoria Mall. Council further specified that an additional 100,000 sq. ft. of retail would be allowed, contingent upon a determination of adequate transportation system capacity through a FATS Update.

This FATS Update documents the transportation system capacity analysis and provides the necessary determination of transportation system adequacy to allow the Mall expansion to proceed. It also addresses the needs of all modes of transportation within the area, and provides design guidance for private sector redevelopment along Factoria Boulevard.

Further, the FATS Update provides a strategy to achieve long-term mobility and safety for all transportation system users. The community embraced the integration of transportation and urban design to enhance walking and quality of life. This approach challenges the existing suburban land use pattern because, while Factoria has a mix of land uses – housing, offices, retail and services – they are disconnected. This leads to more driving and less walking. Redevelopment in Factoria would utilize FATS Update transportation and urban design recommendations to create a well-integrated, transit supportive, pedestrian oriented, mixed-use urban neighborhood.



### Public Involvement

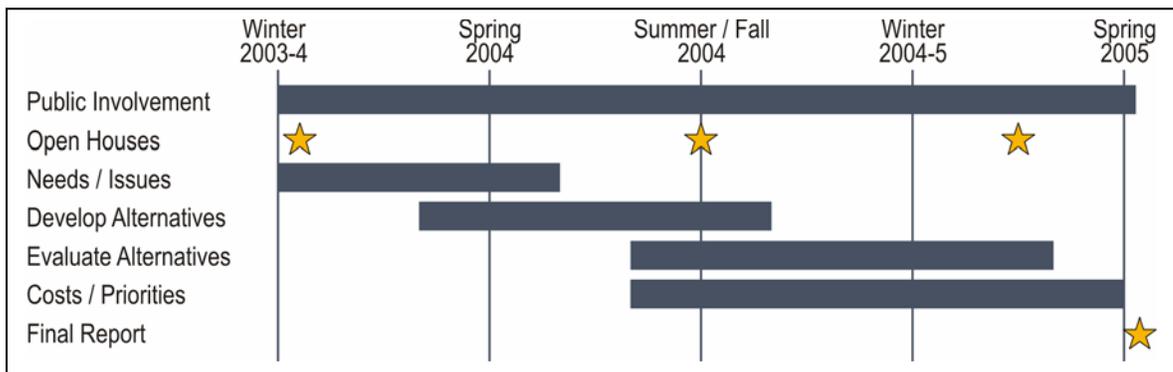
A hallmark of the FATS Update process was extensive and continuous community involvement. Various and innovative approaches to engage the community provided the basis for developing solutions to enhance the transportation system and to improve urban design.

Fatsupdate.com provided ongoing updates and opportunities for public comment.

- Community Questionnaire  
January 2004
- Community Meetings  
March 2, 2004, July 13, 2004, February 16, 2005
- Neighborhood Walking Audits  
June 12, 2004, July 21, 2004
- Business Charrettes  
May 20, 2004, June 11, 2004
- Bus Layover Special Community Meeting  
September 14, 2004
- Transportation Commission  
November 13, 2003; May 13, 2004; July 22, 2004;  
November 18, 2004; April 26, 2005; May 26, 2005
- Planning Commission  
January 12, 2005, May 18, 2005
- City Council  
January 20, 2004; June 21, 2004; June 6, 2005;  
June 20, 2005
- Factoria/Eastgate Business Group  
January 15, 2004; July 8, 2004; December 9, 2004



### Timeline



## Summary of Findings

### ▪ **Vehicle Level of Service at Intersections – 2004 and in 2030**

Traffic modeling for 2030 shows that, with anticipated growth under the existing zoning, plus 100,000 square feet of additional retail in Factoria Mall, most Factoria intersections will continue to function within adopted level of service standards. A few transportation system projects would be required to maintain mobility, including intersection improvements at Coal Creek Parkway/I-405, Factoria Boulevard/I-90, and SE 38<sup>th</sup> Street/Factoria Boulevard.

For the Factoria Subarea, the adopted vehicle level of service (LOS) is E+ (*LOS E+ is characterized in the Comprehensive Plan as: Near capacity. Notable delays. Low driver comfort. Difficulty of signal progression.*) In 2030, two intersections are projected to fall below the adopted LOS – Coal Creek Parkway at I-405, and Factoria Boulevard at I-90. Those intersections are addressed in the FATS Update project list.

Despite generally acceptable calculated LOS, community input, verified by modeling, indicated that motorists using the intersection at SE 38<sup>th</sup> Street and Factoria Boulevard experience long queues that sometimes block driveways to adjacent businesses.

### ▪ **Relationship to Other Plans and Studies**

The FATS Update included and evaluated applicable elements from the 2003 Transit Plan. When possible, the FATS Update documented the effect on safety, congestion and mobility of recently completed roadway, transit, and pedestrian/bicycle projects. Also considered, were regional studies and projects such as the I-405 corridor program, the I-90 direct access ramps, and Sound Transit Phase 2.

### • **Consistency with the Comprehensive Plan**

The FATS Update Report's proposals for transportation projects and urban design strategies were developed in accordance with the Comprehensive Plan policies for Citizen Participation and are consistent with the Land Use, Transportation, and Urban Design Elements, plus the Factoria Subarea Plan and the Pedestrian and Bicycle Transportation Plan.

### ▪ **Benefits of Transit Intensive Service in 2030**

Traffic modeling efforts that examined a long term “transit intensive” scenario found that new transit facilities, such as a Factoria Transit Center at Factoria Boulevard and SE 38<sup>th</sup> St; bus rapid transit freeway stations on I-90 and I-405, and additional pedestrian connections could resolve most of the intersection congestion problems without additional roadway construction.



## FATS Update Recommendations

The FATS Update transportation recommendations emphasize multi-modal mobility to guide future public infrastructure investments. Urban design guidelines are proposed for commercial redevelopment projects along Factoria Boulevard, utilizing guidelines put in place for the Factoria Mall site in 2002 to apply to a larger geographic area. Opportunities for public/private partnerships may present themselves as new infrastructure is developed and urban design guidelines are implemented.

### Implementation Actions

Transportation project ideas and urban design strategies will be incorporated into the Factoria Subarea Plan, the East Bellevue Transportation Plan (in 2005), the Pedestrian and Bicycle Transportation Plan (in 2006), and the Land Use Code through future community involvement and Council action. FATS Update transportation recommendations will compete for funding priority with other projects citywide through upcoming updates of the Transportation Facility Plan and the Capital Investment Program. Private redevelopment proposals on parcels along Factoria Boulevard would be conditioned to implement adopted urban design guidelines.

### Identified Projects

Dozens of projects were identified for implementation during the FATS update process. These projects were classified into four major categories: Urban Design, Pedestrian and Bicycle; Roadway Projects and Transit projects. These projects were also grouped into the anticipated phasing, either early implementation, short term implementation (within ten years) or long term projects.



## Pedestrian and Bicycle Projects

Generally, the recommended projects are intended to enhance the mobility and safety for everyone who would use the non-motorized transportation system, both the public system and the pathways that that are on private property. Many of the pedestrian facility projects originated through the neighborhood walking audits facilitated by Feet First.



### East of Factoria Boulevard

- E-1: Improve the sidewalks on SE 38th St east of Factoria Blvd
- E-3: Construct sidewalks or trail on SE 40th Ln
- E-4: Construct a hard surface trail / stairway to connect Sunset Elementary School to 132nd Ave SE
- F-1: Develop policies to consolidate driveways along Factoria Blvd
- F-2: Improve the pedestrian crossing of Factoria Blvd at SE 40th Ln
- F-3: Improve the at-grade pedestrian crossing of the Factoria Blvd at SE 38th Street
- F-5: Install pedestrian countdown signals at key Factoria Blvd crosswalks at SE 38th St and SE 40th Ln

### West of Factoria Blvd

- W-1: Install pedestrian refuge island on 124th Avenue SE
- W-3: Complete bike lanes on 124th Avenue SE and extend to the I-90 Trail
- W-4: Complete trails along the south side of Coal Creek Parkway

### I-90 Trail

- T-1: Improve I-90 Trailhead and signage at Factoria Blvd
- T-2: Improve SE 36th St/Factoria Blvd/I-90 Trail intersection
- T-3: Improve intersection of Richards Road and Eastgate Way

### General Projects

- G-1: Improve wayfinding signage
- G-2: Install vehicle stop lines in advance of crosswalks



## Traffic Projects

While the community expressed support for the recently completed roadway projects (these were identified in the 1996 FATS recommendation) there were a number of ideas for new projects to improve traffic safety and traffic flow on arterials and to enhance access to the adjacent private parcels and to freeways.



### Factoria Boulevard

FB-2: SE 40th Lane and Factoria Blvd, lengthen the southbound to eastbound left turn pocket and increase the westbound to southbound left turn lane.

FB-5: Double left-turn pockets northbound at the Newport High School entrance and southbound at Newport Way

### SE 38th Street

38-1: Improve the traffic operations on SE 38th Street east of Factoria Blvd, with the intent of reducing vehicle queues westbound to northbound and southbound.

38-2: Improve traffic operations along SE 38th Street between Factoria Blvd and 124th Ave SE

### 129th / 131st / 132nd / Connector

C-2: Extend 129th Ave SE north to SE 38th Street.

C-3: Investigate traffic operations at the intersection of 129th Ave SE and SE Newport Way

### 124th Avenue SE

124-2: Study queue lengths at the intersection of 124th Avenue SE and Coal Creek Parkway



## Transit Projects

Improving transit facilities and services is important to Factoria area residents, shoppers, employees, and businesses. Investments in transit, together with pedestrian amenities will support Factoria livability and may reduce the long-term need to expand arterial capacity. Additional transit facility projects are included within the Urban Design projects.



### Transit Centers

TC-1: Develop "Factoria Station" transit center on Factoria Boulevard, near SE 38th St.

### Transit Rider Amenities

BA-1: Provide bus shelters at bus stops on Factoria Blvd

BA-2: Provide and maintain trash receptacles at Factoria Boulevard transit stops

### Improve Bus Frequency /Routes

IFR-1: Enhance regular bus service to the Factoria area

IFR-2: Provide additional park and ride facilities at local church sites

IFR-5: Determine the demand for a new bus stop on westbound 41st Place at 124th Ave SE

### Transit Layover Space

L-1: New transit layover site on the east side of 124th Ave. SE, west of Newport High School

L-2: Provide a transit layover site on the Newport High School campus for school-related buses



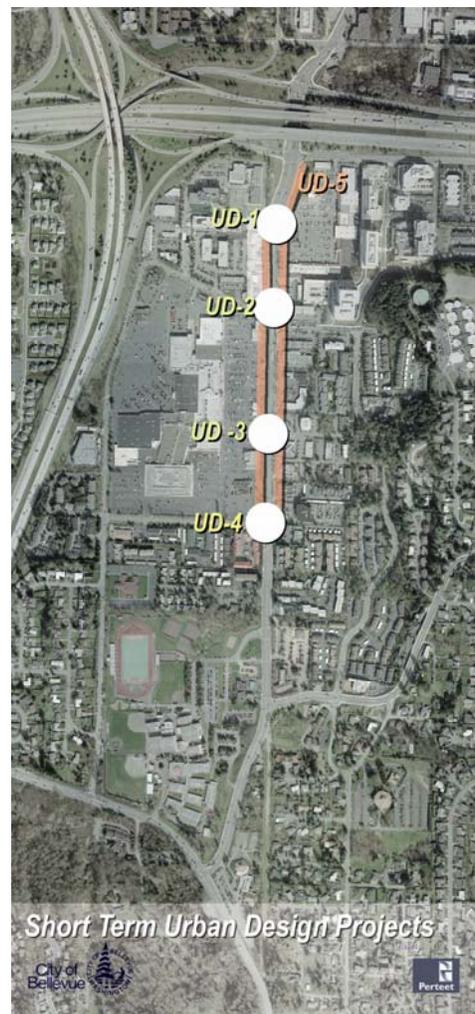
## Urban Design Projects

To create a walkable and livable Factoria, attention must be paid to urban design – the aesthetics of new buildings, the accessibility of those buildings to pedestrians, and the landscaping along the streets and on private developments. Site design that places parking lots adjacent to the sidewalk with the building located at the back of the lot, limits pedestrian accessibility. Structures set far back from Factoria Boulevard establish a corridor with a suburban strip-mall character, which is contrary to the design expectations of the community. Urban design recommendations address these issues.



### Urban Design

- UD-1: Mixed-use gateway and urban focal point at the intersection of Factoria Blvd and SE 37th Place
- UD 2: Mixed-use gateway and urban focal point at the intersection of Factoria Blvd and SE 38th Street
- UD -3: Mixed-use gateway and urban focal point at the intersection of Factoria Blvd and SE 40th Lane
- UD-4: Mixed-use gateway and urban focal point at the intersection of Factoria Blvd and SE 41st Place
- UD-5: Adopt an urban design overlay for the Factoria Blvd commercial frontages

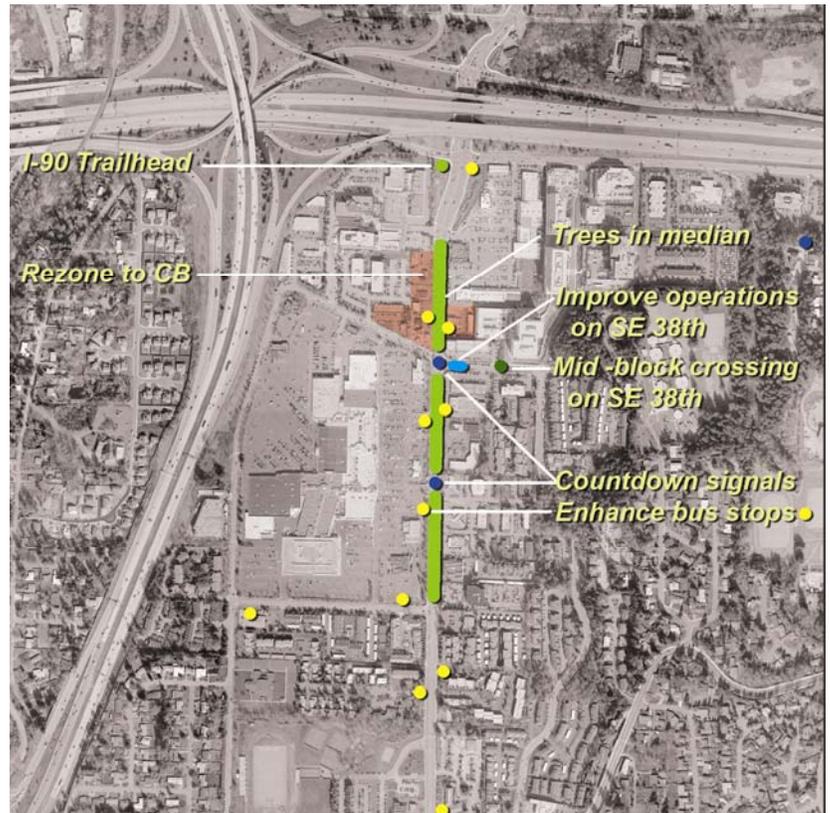


## Early Implementation Projects

Council direction on the FATS Update scope, and the CIP funding for the project, included preparing recommendations for early implementation strategies for specific high priority issues. While several high-priority issues are also complicated and expensive, there are a number of projects that can be implemented quickly and with relatively little cost that will significantly enhance Factoria's aesthetics, walkability and livability.

Early Implementation Projects include:

- Draft urban design guidelines for the Factoria Boulevard commercial frontages;
- Plant small trees in the median of Factoria Boulevard to complement the landscape design;
- Coordinate with King County Metro Transit to provide bus shelters and trash receptacles at bus stops on Factoria Boulevard;
- Improve the traffic operations on SE 38th St., east of Factoria Boulevard;
- Install a mid-block pedestrian crossing on SE 38th St. east of Factoria Boulevard;
- Develop a "landmark" trailhead for the I-90 Trail at Factoria Boulevard; and
- Install countdown signals at Factoria Boulevard and SE 38<sup>th</sup> St. and Factoria Boulevard and SE 40<sup>th</sup> Lane.

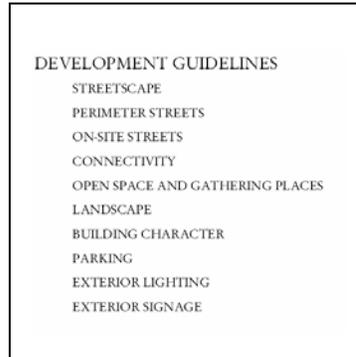


## Early Implementation Projects

### Prepare Urban Design Guidelines

#### Project Description:

Consider adopting an urban design overlay for the Factoria Boulevard commercial frontages, that incorporates concepts from the adopted F-1 Development Area Plan and Factoria Town Square Design Guidelines that, when implemented along Factoria Boulevard, will help to create a well-integrated, transit supportive, pedestrian oriented, mixed-use neighborhood.



### Plant Trees in Median

#### Project Description:

Plant small trees in the median of Factoria Boulevard to complement the current landscape design, choosing a tree species in respect of the fact that the median has an impervious asphalt base, and is essentially a raised planter bed. These trees are intended to improve the visual quality of the boulevard.



## Early Implementation Projects

### Improve Traffic Operations on SE 38<sup>th</sup> St.

#### Project Description:

Utilize appropriate methods to improve the traffic operations on SE 38th Street east of Factoria Boulevard, with the intent of reducing vehicle queues westbound to northbound and southbound. Potential solutions to be considered should include: retiming the signal at the intersection, adding turn lanes on SE 38th Street, and restricting parking on SE 38th Street. Consider potential adverse impacts to pedestrian crossings in any proposed design solution.

### Mid-Block Pedestrian Crossing on SE 38<sup>th</sup> St.

#### Project Description:

Improve the pedestrian environment on SE 38th Street east of Factoria Boulevard by requiring the widening of sidewalks and providing a planter strip according to arterial street standards, as redevelopment occurs, and by installing a mid block pedestrian crossing at a location east of the main Bentall driveway, in accordance with engineering standards.



## Early Implementation Projects

### Provide Bus Shelters

#### Project Description:

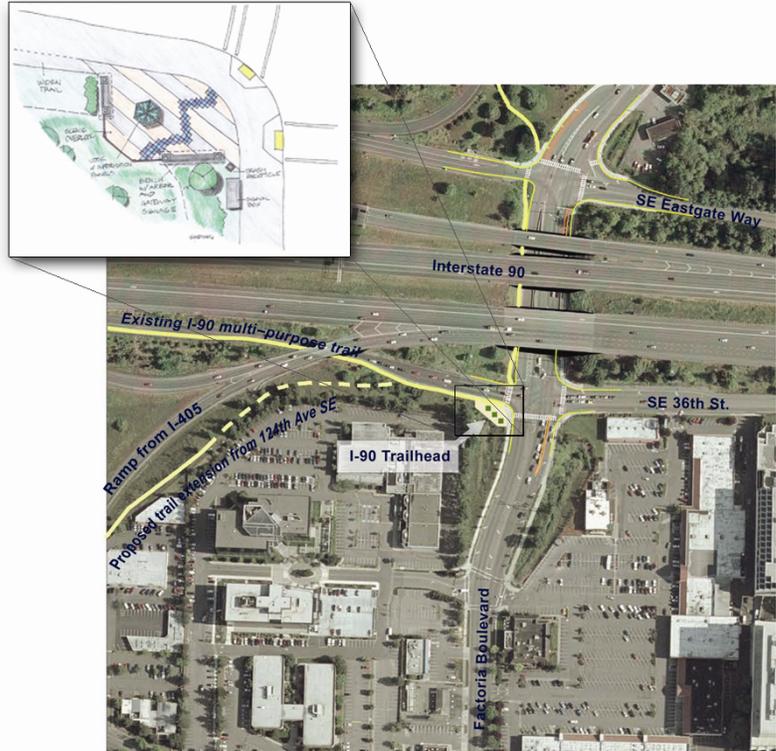
Coordinate with King County Metro Transit to provide bus shelters, where warranted in accordance with Metro Transit standards, at bus stops on Factoria Boulevard. Coordinate with King County Metro Transit to provide and maintain trash receptacles at Factoria Boulevard transit stops.



### Develop “landmark” trail head for I-90 Trail

#### Project Description:

Improve trailhead signage and develop a "landmark" trailhead at Factoria Boulevard. Improve wayfinding signage along trail and to guide pedestrians and bicyclists to the trail from Factoria.



## Acknowledgements

### City of Bellevue

#### City Council

Connie Marshall, Mayor  
Phil Noble, Deputy Mayor  
Claudia Balducci  
John Chelminiak  
Don Davidson  
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