JUNE 15, 2016

BELLEVUE EAST MAIN STATION AREA PLAN

STATION AREA PLANNING

CITY OF BELLEVUE WASHINGTON

CAC RECOMMENDATION

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CAC TRANSMITTAL LETTER

STATION AREA PLAN OBJECTIVES

- Engage the community in establishing a clear vision for the station area,
- Better integrate light rail into the neighborhood,
- Take advantage of the station location by making it easier to access, and
- Optimize the benefits of the light rail investment.

The East Main Station Area Planning Citizen Advisory Committee is a group of residents and business owners from the study area appointed by the City Council to carry out the objectives listed above.

Dear Mayor Stokes and City Councilmembers:

The East Main Station Area Planning Citizen Advisory Committee (CAC) is pleased to present the City Council with our vision for the East Main station area (Chapter 2) and recommendations for achieving that vision (Chapter 5). Our work was guided by the objectives established by the City Council at the formation of our group in August 2014. The CAC has been meeting regularly since that time with each member bringing their own perspective and concerns to the discussion. We worked as a group to respectfully listen to each other and to the community as we thoughtfully considered a range of ideas, opinions, redevelopment scenarios, technical information and potential actions.

This Plan represents our collective effort to fulfill our charge. There is a summary of how the community was engaged in the project and what they had to say (Chapter 4). Some had concerns about more development and traffic and construction of the light rail project (the latter was outside of our charge). Others expressed excitement about the possibilities offered by new development (e.g. restaurants, stores, day care) and being able to walk to the light rail station.

The major challenge for the CAC was balancing the concerns of neighbors about more development while allowing for an amount of building that would make redevelopment not just feasible, but of high quality. We also had to deal with the implications of the Mount Rainier view corridor from City Hall that created challenges for realizing our vision of locating taller buildings closer to I-405 and away from 112th Avenue SE.

After much deliberation by the CAC, our recommended vision statement in Chapter 2 encompasses the community's expectations for preserving the character of existing neighborhoods; creating quality, transit-oriented development in existing commercial areas; providing pedestrians and bicyclists with safe, well-lighted and direct access to the light rail station and future development; and enhancing the pedestrian experience along major streets. We view the redevelopment area as a new, mixed-use neighborhood that complements our existing neighborhoods with quality design, retail goods and services, and place-making spaces and events for people that live and work in the surrounding community.

There was recognition by the CAC that traffic continues to be a major concern for neighborhoods south of Downtown. We spent a significant amount of time talking about traffic and access. Traffic issues were primarily related to existing volumes on 108th Avenue SE and what additional traffic would be expected from redevelopment on 112th Avenue SE and the permanent closures of SE 1st Place and SE 4th Street. Discussion also focused on providing designated, safe, and well-lighted pedestrian and bicycle routes to the station.

Our CAC was comprised of residents and business owners in the community who listened to friends and neighbors and other interested individuals in order to draft a plan for the East Main station area that meets the City Council's objectives and results in:

- *Pedestrian and bicycle improvements that make it easier for more people to access the station;*
- *Design that enhances quality and character of Main Street and 112th Avenue, which is critical to better integrating the station with the existing neighborhoods; and*
- *Quality transit-oriented development east of 112th Avenue SE that optimizes the benefits of the light rail investment and complements existing neighborhoods.*

The East Main CAC wishes to express our appreciation to the City Council for this opportunity to shape the future of this area and to the community for their valuable input throughout the project. Approved by the East Main CAC for transmittal to City Council on June 15, 2016.

Scott Lampe, Chair	Chris Breiland, Vice-Chair	Christie Hammond
John King	Jim Long	Erin Powell
Danny Rogers	Bill Thurston	Pam Unger

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PROGRAM FOR STATION AREA PLANNING

STATION AREA PLANNING IS DIFFERENT FROM STATION DESIGN

- Sound Transit is responsible for station design, which is about the physical layout, appearance and function of the light rail station.
- The City of Bellevue is responsible for station area planning, which is about everything else that happens outside of the station.

Station area planning is an opportunity to consider what changes light rail may bring to the Bellevue community, particularly in the area around a light rail station, and to make a plan for the future. The fundamental objectives of station area planning are to:

1. Better integrate light rail into the neighborhood,
2. Take advantage of the station location by making it easier to access, and
3. Optimize the benefits of the light rail investment.

Each station area in Bellevue is unique so Bellevue's program for station area planning is tailored to fit each community's individual circumstances (Figure 1: East Link Alignment and Stations). According to the City's Light Rail Best Practices Committee Report, "The ideal light rail station is one that becomes an extension of the community."[1] The report also states, "Planning for the area around stations is a common practice by cities with light rail systems and offers a complementary means of engaging the stakeholders."

1 *Light Rail Best Practices Final Committee Report,* June 17, 2008, p. 17.

Figure 1 East Link Alignment and Stations — Sound Transit

Station area plans are within the City's authority and responsibility and they are different than Sound Transit's responsibilities on the light rail project.[2] Station area plans explore a variety of issues typically including pedestrian access and land redevelopment opportunities as well as other issues identified by residents and property owners in the station area. The plan generally encompasses an area ¼- to ½-mile outside the boundaries of the light rail station. These distances roughly approximate the five- and ten-minute walk distances from a station.

Station area plans are much more focused than subarea plans, both in terms of the geography and the issues they cover. Although station area plans must be consistent with the City's adopted Comprehensive Plan, they are not adopted or incorporated into the Comprehensive Plan. Rather, station area plans recommend actions or strategies that the City Council may select to be considered along with other changes in city policies, codes, or funding priorities.

1.1 EAST MAIN STATION AREA PLANNING

In April 2013, the Sound Transit Board of Directors and the Bellevue City Council agreed on the East Link alignment and station locations within Bellevue. In May 2013, City Council approved the work program for station area planning. Station area planning is a community stakeholder-driven process in which perspectives from across the station area are essential to envisioning the community's future goals in relation to the East Link light rail project.

The East Main Station Area Plan is the result of efforts by the East Main Citizen Advisory Committee (CAC) and other area stakeholders to identify what is valued for the area's future, to

EAST MAIN STATION AREA PLAN OBJECTIVES

- Improve access to the station;
- Plan for future development around the station; and
- Address other identified neighborhood issues that are outside the mitigation requirements for light rail.

2 The design, construction, mitigation, operation and maintenance of the light rail system are the responsibility of Sound Transit and are not part of this station area plan.

identify the neighborhood issues and opportunities presented by light rail, and to develop recommendations for addressing these issues and opportunities. The objectives of the East Main Station Area Plan are to improve access to the station, plan for future development east of 112th Avenue SE, and address other community issues that are outside the mitigation requirements of the East Link light rail project.

The East Main station study area is bounded by Bellevue Way SE to the west, SE 16th Street to the south, I-405 and 116th Avenue SE to the east and generally Main Street to the north. There is a small portion of the downtown area north of Main Street within the five-minute walk area of the station that is included in the study area for specific purposes (Figure 2). The study area encompasses the Bellecrest, Bellefield Residential Park and Surrey Downs residential neighborhoods to the west of 112th Avenue SE and the commercial area, including several hotels, between 112th Avenue SE and 116th Avenue SE along I-405.

Adopted policy direction precludes land use changes within the area's existing single family designations west of 112th Avenue SE . The effect of this policy is to focus potential transit-oriented development and redevelopment to the commercial area (Office/Limited Business –OLB zone) east of 112th Avenue SE.[3] Additionally, planning of the southeast portion of Downtown Bellevue, within the station area and just north of Main Street, is being addressed through the Downtown Livability Initiative, a concurrent planning process at the time of this report.

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3 POLICY TR-7. Ensure that land use changes near high capacity transit stations are consistent with the Comprehensive Plan, recognizing that:
1. Transit may support more intense development around some stations;
2. Transit supportive design and orientation may be implemented without changes to land use intensity; and
3. Land use plan map changes would be precluded in existing single family designations and environmentally sensitive areas.

Figure 2 East Main Study Area

1.2 EAST MAIN GUIDING PRINCIPLES

The East Main CAC approved a set of guiding principles to frame the discussion around land use and transportation in the station area. These principles, developed early in the planning process, provided direction and context for the CAC's vision and recommendations:

LAND USE REDEVELOPMENT

Future development of the OLB properties east of 112th Avenue SE should:

- Be complementary to the community by:
  - Providing noise reduction to the west from I-405
  - Providing services that are desired by/meet the needs of the community
  - Incorporating a significant amount of trees and green space into the development
  - Creating an engaging, pedestrian-oriented street frontage along the east side of 112th Avenue SE
  - Retaining to the extent practicable, sunlight exposure and privacy of residential neighborhoods on the west side of 112th Avenue SE
- Be complementary to Downtown by:
  - Continuing to reflect the distinction between Downtown and adjoining areas
  - Focusing land use, economic development and urban form on a niche or niches not being met Downtown
- Draw people who work and live in the area to the redevelopment by:
  - Creating an active, people-oriented environment with trees and green spaces and smaller walkable blocks
  - Including a mix of uses and activities rather than big-box retail or a single-use corporate campus
  - Locating parking in structures away from the edges of 112th Avenue SE and Main Street

- Optimize use of the station with land uses that increase potential ridership
- Optimize access to the station by people who live and work in the area and apply the principles of universal design to street and sidewalks providing access to the station
- Put "eyes on the station" for better security
- Encourage development of projects adjacent to light rail that exhibit the following characteristics:
  - An emphasis on being "a place, not a project"
  - Includes housing as well as other uses
  - Higher urban scale densities
  - Pedestrian-oriented
  - Density tapers down to adjacent lower density communities
  - Integrated into the station and/or neighborhood

TRANSPORTATION

- Balance the potentially conflicting goals of the need to provide vehicular access to residential neighborhoods with the need to address increased traffic and possible traffic safety issues by:
  - Discouraging cut-through traffic
  - Identifying residential streets that may support traffic calming measures
  - Addressing potential "hide and ride" parking concerns in residential areas
  - Recognizing that vehicular access will be reduced by closure of direct access to 112th Avenue SE
- Optimize access to the station for people who live and work in the area by:
  - Filling gaps in the pedestrian and bicycle network (including gaps in sidewalk routes or where new crosswalks might be needed)
  - Addressing the lack of access between residential neighborhoods and 112th Avenue SE and destinations to the east
  - Addressing pedestrian safety concerns within the residential neighborhoods by considering a range of pedestrian facility improvements and traffic calming measures

- Create a network of streets in the redevelopment area with smaller blocks that support pedestrian and bicycle use and are well connected to the non-motorized network
- Facilitate bicycle access to the station by connecting to the City's network of bicycle routes
- Connect the station area to adjacent neighborhoods.

2

CAC VISION - 2035

Over the course of the project, the CAC heard a wide range of opinions about what the area should and should not look like 20 years in the future. Community members acknowledged that the area will continue to experience growth and change. The CAC's challenge was to envision a future that could embrace that change in a way that would preserve the character of existing neighborhoods and ensure that redevelopment in the commercial area would be done in a quality way that would complement the community. Four interrelated topics related to the future of the study area were regularly discussed by the CAC: pedestrian and bicycle access to the station, neighborhood access and traffic, character, and land use/redevelopment. The following vision statement reflects the CAC's aspirations for how the community will retain qualities that define its existing character while taking advantage of the future light rail station and adapting to the anticipated redevelopment of the commercial areas east of 112th Avenue SE.

VISION STATEMENT

Pedestrian and bicycle access to the East Main Station is a safe and pleasant experience for all ages and abilities. Gaps in the network have been filled and the pedestrian environment in the neighborhood reflects the same level of planning and quality of design and materials described in the Downtown Transportation Plan. Sidewalks have been installed at all neighborhood access routes to improve pedestrian safety. New mixed-use development and adjacent street enhancements encourage walking, bicycling and transit use to reduce the need for automobile trips in and around the redevelopment area. An accessible and attractive grade-separated crossing of the light rail tracks provides a way for pedestrians and bicyclists to move safely and easily between Surrey Downs Park and 112th Avenue SE near the intersection with SE 6th Street.

Main Street between Bellevue Way and 116th Avenue SE is designed to be a safe and inviting east-west connection allowing pedestrians and bicyclists of all ages and abilities access to the East Main Station. The Main Street right-of-way accommodates people walking, biking, riding transit and driving and balances the needs of each mode in terms of safety and mobility.

Concerns about additional traffic and safety are addressed by ensuring residential streets serve access and parking needs of neighborhood residents. The City continues to monitor and manage traffic on arterials and collector arterials. Neighborhood access points have been modified to facilitate vehicular access for residents, improve safety for pedestrians and bicyclists, and effectively prohibit non-residents (e.g. transit riders, downtown employees) from using neighborhood streets for parking, pick-up and drop-off for the light rail station and from cutting through on the neighborhood streets.

Main Street between Bellevue Way and 116th Avenue has been updated with wider sidewalks, a landscape strip between the sidewalk and street with mature shade trees and pedestrian-scale lighting. It emulates the feel of Old Bellevue to a degree, but it places a priority on safety improvements for pedestrians

and bicyclists. The north and south sides of the street provide continuity of function and reflect the different character and function of the adjoining land uses with the south side being sensitive to its residential neighborhood context. 112th Avenue SE is characterized by a wide landscape buffer between the street and sidewalk. The corridor retains its green, vegetated feel and it is safe and inviting for pedestrians and bicyclists of all ages and abilities to access the East Main Station.

There is a standard for quality redevelopment on the east side of 112th Avenue SE that is scaled to be compatible with the surrounding area. New development uses good site and building design to create a pedestrian-oriented environment and provides ample public spaces and landscaping. The location takes advantage of the nearby light rail station to create a new, unique, high-quality neighborhood next to downtown. Taller buildings are strategically located to provide more ground-level open space, a noise buffer along I-405, eyes on the station and other public areas. The new development is designed to be compatible with nearby single-family residences to the west through building design and site planning that consider shading and privacy issues as well as the height, scale and placement of buildings and uses.

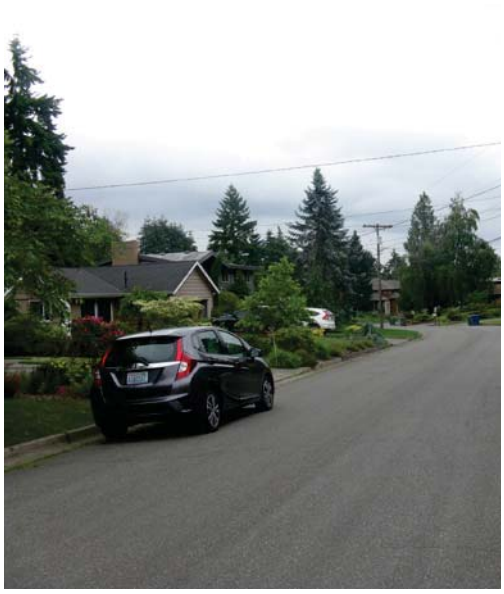
The Red Lion Hotel site has been transformed into a successful transit-oriented development with a mix of residential, office, retail and hotel uses that create an active, vibrant center during daytime and evening hours. Retail and service uses cater primarily to the people who live and work in the new development and in the community. Future transit-oriented development on sites north of SE 6th Street are anticipated to accommodate similar redevelopment and include more community and recreational uses as well.

Redevelopment areas emphasize an attractive and safe pedestrian environment with good lighting and visibility. Block lengths are much shorter than downtown with wide sidewalks that are bustling with activity from shops and cafes with outdoor seating. Internal streets have wide sidewalks, on-street parking and narrow travel lanes, all of which help to lower traffic speeds. Ample public space is located throughout the redevelopment area to provide trees and green space, passive (e.g. seating) and active (e.g. play equipment)

areas that are visually interesting and appealing (e.g. fountains, art work) for people to gather and interact in a community setting.

New commercial development along the east side of 112th Avenue SE is set at the back of a wide sidewalk to create space for a landscape strip with large shade trees and businesses that cater to pedestrians. There are sidewalk oriented uses that generate pedestrian activity and allow ample room for circulation. New residential development is especially welcoming with similar landscape strips along the street and front stoops or building entryways that extend the setback of the building façade from the sidewalk and possibly create additional pockets of landscaping.

New residential buildings are located along 112th Avenue SE and provide housing for a variety of family sizes and income levels. Towers are located adjacent or close to Main Street. Farther south of Main Street, the upper floors of taller buildings are set back or stepped back as much as possible from 112th Avenue SE to maintain a more pedestrian scale and provide greater separation from the single family neighborhoods to the west. Mid- and high-rise office buildings are sited along 114th Avenue SE to provide a visual and noise buffer of the freeway.



STUDY AREA CHARACTER

Surrey Downs Park

Bellecrest neighborhood, 108th Ave SE

This section looks at existing conditions in the different parts of the study area. This information, along with the demographics section of the Plan Appendix (Section A1.1) will help establish a baseline for certain characteristics in these neighborhoods which can be reviewed in follow-up studies during and after light rail implementation.

3.1 EXISTING RESIDENTIAL NEIGHBORHOODS

The neighborhoods of Surrey Downs and Bellecrest to the west of 112th Avenue SE and south of Main Street are comprised primarily of single family residential areas and residential streets. The majority of the Surrey Downs neighborhood housing reflects quality mid-20th century design, and includes numerous homes by the architectural firm Mithun and Neslund. Homes are well maintained with an increasing number of properties being redeveloped in both the Bellecrest and Surrey Downs neighborhoods.

Surrey Downs Park

Toward the north and west end of the neighborhood areas are small pockets of multifamily, commercial, and office zoning. Also included in the neighborhood area is Surrey Downs Park with facilities that attract visitors from all over the city. With the permanent closure of SE 1st Place and SE 4th Street, the Park will have vehicle access solely from within Surrey Downs neighborhood. As a result, the Park will be re-classified as a neighborhood park and no longer host programmed activities like baseball leagues. More information is available in the Surrey Downs Park Master Plan.

Bellevue High School, one of four high schools in the Bellevue School District, is located in the Bellecrest neighborhood. The school is a center of activity that has raised traffic and parking issues in the neighborhood.

3.2 HOTEL AND OFFICE USES

Sturtevant Creek, 114th office building

The study area between 112th Avenue SE and I-405 is comprised of about 54 acres zoned Office/Limited Business (OLB). The OLB district provides a place for office, hotel, restaurant and accessory retail uses adjacent to arterials and major highways. Allowed building height is up to 75 feet and allowed maximum floor area ratio (FAR) is 0.5. Development in this area is mostly hotel and office with surface or underbuilding parking. Current uses west of I-405 between Main Street and SE 6th Street are the Red Lion Hotel, Hilton Hotel, the Bellevue Club, and two office buildings with frontage on 114th Avenue SE. 112th Avenue SE separates these uses from residential neighborhoods to the west.

Sturtevant Creek emerges from the east beneath I-405 behind the Hilton Hotel and runs south to the Mercer Slough. Office and hotel uses along Sturtevant Creek incorporate a significant amount of trees and green space, and other natural features. A significant portion of the area south of SE 6th Street is constrained by wetlands. Uses south of SE 6th Street include the Lincoln Center and Gateway One offices and the Residence Inn Hotel.

Also in the study area east of 112th Avenue SE is the triangular area defined by Main Street to the north, and I-405 and 116th Avenue NE to the west and east. This area is within ¼ mile of the East Main station—although I-405 impedes easy walking access. The area is nearly 12 acres zoned OLB and includes auto retail (Lexus) and office uses.

Bellevue Hilton Hotel, 112th Ave SE

3.3 NORTH OF MAIN STREET/ DOWNTOWN

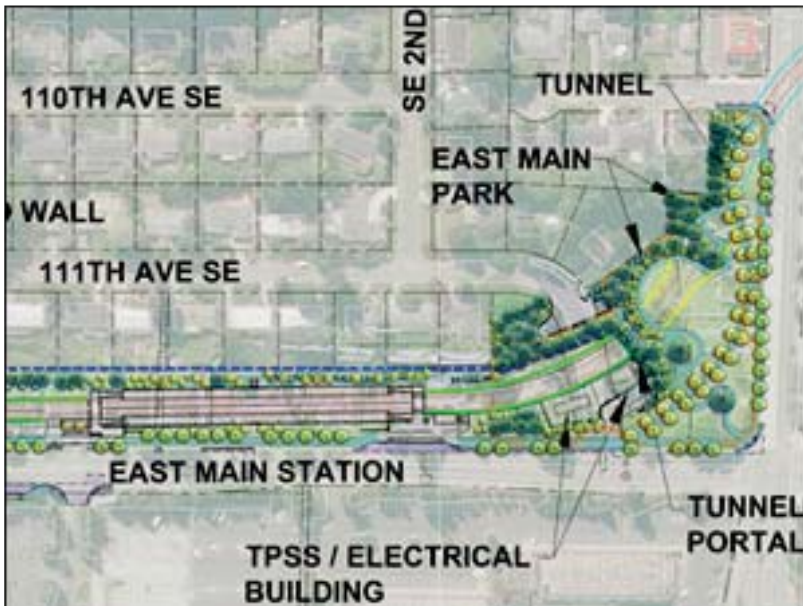
The study area includes properties north of Main Street that are within a quarter mile, or about a five minute walk, from the East Main Station. The East Main Station Area Plan will consider connections and compatibility with this area, but development north of Main Street is being addressed through the Downtown Livability Initiative, a concurrent planning process. Properties in this area are zoned Downtown Mixed Use (DT-MU) and Downtown Office Limited Business (DT-OLB). DT-MU properties on Main Street include larger “big-box” retail uses between 108th Avenue NE and 110th Avenue NE and office uses between 110th Avenue NE and 112th Avenue NE.

The study area extends north of Main Street to about NE 2nd Place. Several properties in this area have seen recent redevelopment that includes newer multifamily residential, First Congregational Church and the Marriott Hotel. Property on the east side of I-405 fronting Main Street (the Extended Stay Hotel) is included in the ¼ mile study area, although I-405 impedes easy walking access to the station due to the limited number of facilities for pedestrian crossings.

3.4 TRANSPORTATION

The study area is adjacent to Interstate 405, Downtown Bellevue and residential areas. As such, there are all types of roadways—as defined by their intended function—within the study area including freeways, major, minor, and collector arterials and residential streets. Residential streets are often curvilinear and infrequently include sidewalks. Sidewalks can be found on all arterial roadways in the study area. There are three priority bicycle corridors in the study area—designed for people biking across and through the city; part of a system of eleven priority bicycle corridors in Bellevue. King County Metro and Sound Transit provide local and regional transit on all arterials in the study area except 114th Avenue SE.

Figure 3 East Main Station and East Main Park



Pedestrian, bicycle and vehicular access in the study area will be markedly changed on the west side of 112th Avenue SE with the permanent closures of SE 1st Place in 2016 and SE 4th Street in 2017. After East Link construction is completed, SE 4th Street will allow access only by emergency vehicles. For areas west of 112th Avenue SE, these closures will shift vehicular access to remaining points along Main Street and Bellevue Way. Pedestrians and bicyclists accessing the East Main station from west of 112th Avenue SE will be required to use Main Street or the future park located over the light rail portal at Main Street and 112th Avenue SE (Figures 3 and 4).

Figure 4 East Main Station and East Main Park

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COMMUNITY ENGAGEMENT PROCESS

4.1 OVERVIEW

The East Main Station Area Plan was developed through a community-driven process starting with the Citizen Advisory Committee (CAC), an eleven-member[1] group representing residents, property owners and business owners in the community. CAC members were selected through an open application process and appointed by the Mayor and confirmed by the City Council in August 2014.

Public feedback was solicited by a variety of methods throughout the project. The CAC met at least once almost every month including twice monthly meetings for the first few months of 2015 to better understand the issues and to explore different ideas for traffic, access and redevelopment. Public comment was accepted at every meeting. Three open houses were hosted by the CAC at key points during the project to identify ideas and concerns, test

1 The CAC began with eleven members but was reduced to nine when two of the members moved out of the study area.

COMMUNITY STAKEHOLDER DRIVEN PROCESS

- All CAC meetings open to public with time allotted for comments
- CAC hosted open house events on visioning and alternative scenarios
- Met with various stakeholders throughout project
- Online open houses generated additional participation
- Council updated during plan development
- Project information online throughout project
- CAC hosted open house on draft plan and recommendations

ideas, and solicit feedback on draft recommendations. Two of the open houses were augmented with online versions that provided the same information for an extended period and generated additional comments.

The CAC toured the study area early in the project to share their knowledge and gain a better sense of existing character and issues. Some CAC members also toured two station areas on the existing Central Link light rail line in South Seattle to see different types of transit-oriented development. Over the course of the project the CAC received public comment at its meetings, via regular mail and email, and from additional meetings with neighborhood groups, property owners, developers and other stakeholder groups. Information tables were also staffed by project team members at Sound Transit sponsored meetings in the study area regarding the East Link light rail project.

4.2 OPEN HOUSE EVENTS

The CAC hosted three public open house events at key points during the project to solicit public feedback related to the East Main station area plan. A summary of “What We Heard” from all of the in-person and online open house events is graphically depicted in Figure 5.

VISIONING OPEN HOUSE

The first public open house on October 28, 2014, asked attendees for thoughts and ideas about:

1. Current and future neighborhood character
2. Neighborhood access, traffic and parking
3. Pedestrian, bicycle and transit connections to the future station
4. A vision for the future development of the east side of 112th Avenue SE
5. Any other items that the community felt important to the station area

Figure 5 What We Heard

Attendees provided their input via in-person conversations and written comment forms. Several CAC members attended the open house to talk with community members about their interests for the area. Approximately thirty-five community members attended.

Feedback from the visioning open house highlighted the valued characteristics of the area that should be preserved, such as walkability, natural beauty, quiet single-family community (west of 112th Avenue SE), the appeal and modesty of existing architecture, easy access to downtown and Old Bellevue and the small community feel. Concerns centered on pedestrian access and safety, increasing traffic in existing neighborhoods, the importance of bus service and the desire for a public gathering place.

CONCEPTS FOR REDEVELOPMENT OPEN HOUSE/ONLINE OPEN HOUSE

The CAC hosted a second public open house on April 28, 2015, to share initial concepts for redevelopment on the east side of 112th Avenue SE and potential transportation modifications. The CAC sought public feedback on ideas to help guide development of its draft vision and recommendations. Approximately thirty community members attended the open house, in addition to several CAC members. Of the open house attendees, nineteen responded to the questions posed in a printed public comment booklet.

The open house was also made available in an interactive online format to provide additional time and another means to receive input and to provide the public with general information about potential redevelopment opportunities and transportation concepts. Site visitors were asked to respond to questions related to the different options presented. The online open house was available for three weeks, from April 21 to May 11, 2015, and received 545 unique visits and 88 public comments.

The comments from the online and in-person open houses were combined in a general comment summary for the CAC's review. Overall, the following themes were commonly heard:

1. Concern about increasing cut-through traffic on 108th Avenue SE, through the Bellecrest neighborhood; particular concern over the possibility of lifting the turn restriction at 108th Avenue and Main Street
2. Mixed opinions about redevelopment in the area east of 112th Avenue SE:
   - Those who did not favor redevelopment expressed concern about maintaining the neighborhood feel along 112th Avenue SE, hesitation to allow higher and denser development, citing congestion, potential loss of sunlight and privacy concerns
   - Those who supported redevelopment were excited about transit-oriented development (TOD) in this area. These respondents identified ways the redevelopment scenarios could be improved, including better planning for bicycles and pedestrians, removal of sprawling parking lots, and moving development further downtown
3. Desire to continue the feel of "Old Bellevue" along Main Street to the redevelopment area and I-405
4. Interest in providing better bicycle infrastructure along 112th Avenue SE, 108th Avenue SE and Main Street

DRAFT REPORT AND RECOMMENDATIONS OPEN HOUSE/ONLINE OPEN HOUSE

The CAC hosted a third open house on May 18, 2016, to solicit public comments on the CAC's draft recommended vision and strategies before finalizing and transmitting them to City Council for action. As with the April 2015 open house event, there was an online open house available for approximately two weeks to provide additional time and opportunity for commenting on the same information at the in-person open house. The CAC's recommendations, once approved by City Council, will help inform future planning and implementation efforts around the light rail station.

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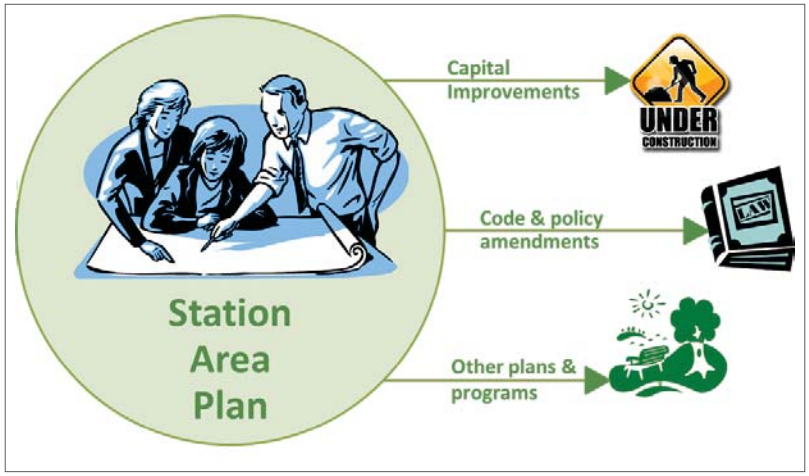
IMPLEMENTATION STRATEGIES

Implementation will involve a complex and interrelated set of near-term City actions that will require further deliberation by City Boards and Commissions, the City Council and the public. In the longer term, implementing this Plan will require a combination of private redevelopment and public improvements and a commitment to the recommended vision.

5.1 TYPES OF IMPLEMENTATION STRATEGIES

Station area planning is intended to identify and analyze the issues and opportunities presented by light rail and develop a plan for the future, including a set of implementation strategies. Figure 6 depicts the three types of implementation strategies contained in this plan.

Figure 6 Types of Potential Implementation Strategies



CAPITAL IMPROVEMENTS

Projects that require some level of construction or installation of physical improvements, such as sidewalks, crosswalks or signs.

CODE AND POLICY AMENDMENTS

Changes to Bellevue's adopted regulations and policies to guide decisions by the City about development, City investments in capital improvements and other City programs.

OTHER PLANS AND PROGRAMS

Actions that can be addressed through existing City programs or other ongoing planning efforts. Examples include the City's Neighborhood Traffic Safety Services program, Neighborhood Outreach program and the Transit Master Plan Update. This category also includes actions that may need additional study or actions that are not directly related to station area planning but may be addressed in another way. For example, suggested actions related to the permitting of the light rail project are referred to the Light Rail Permitting CAC for their consideration.

The following tables list the recommended strategies for each of the four main topics identified by the CAC. These strategies are not presented in order of priority and at this time there is no funding

identified for any proposed strategies. Once the plan is approved by the City Council the actions that require specific funding will be considered along with the other priorities competing for funding city-wide. One overarching strategy that is being proposed is to establish a fund specifically to carry out actions identified and approved through the station area planning process. If approved through the budget process, there will be follow-up work with the stakeholders for each station area to review and prioritize these strategies for funding purposes.

5.2 CAC RECOMMENDED STRATEGIES

PEDESTRIAN/BICYCLE ACCESS

Pedestrian and bicycle access and safety in the station area were key concerns for the CAC and community members. There are several gaps in the pedestrian network, including a lack of sidewalks at neighborhood entrances and on other streets connecting to Main Street, and also along residential streets. The closure of direct access to 112th Avenue SE will mean longer walks to destinations east of 112th Avenue SE and as well potentially more traffic on some residential streets that could impact pedestrian safety. These concerns are summarized in the “What We’ve Heard” map in Chapter 4 of this report.

The neighborhood entrace at 110th Ave SE and Main Street does not have sidewalks (addressed by Strategy #7)

The recommended pedestrian/bicycle access strategies (table below) were developed based on community input, CAC discussion and the guiding principles and vision. The pedestrian/bicycle access strategies correspond with Figure 7. The strategies are intended to address concerns and desired outcomes with specific actions that will implement the vision described in Chapter 2. The recommended strategies are aimed at improving pedestrian/bicycle safety and access to the station, adjacent neighborhoods and to destinations beyond the station area. Some of these strategies may also benefit pedestrians walking to other destinations within the area such as Surrey Downs Park. Several of these strategies are consistent with projects outlined in the 2009 Pedestrian and Bicycle Transportation Plan.

Pedestrian/Bicycle Access

STRATEGIES	Capital Improvements	Code & Policy Amendments	Other Plans & Programs
1 Complete projects identified as high priority in Pedestrian and Bicycle Plan in and near the station area, including: ▪ 114th Avenue SE bike lanes (*B-127 E&W) ▪ SE 8th Street (114th Avenue SE to east of I-405) bike lanes (*B-135 N) ▪ Main Street off-street path on south side, Bellevue Way to 116th Avenue (*O-121 S) ▪ Lake Hills Connector off-street path (*O-123 N) ▪ SE 8th Street (112th to 114th Avenues SE) off-street path on south side (*O-130 S).	✓		
2 Install wayfinding—with travel times and distance—for people walking and biking to the stations and other major destinations.	✓		
3 Coordinate with Sound Transit to ensure multi-use path that connects the South Bellevue station to the East Main station includes wayfinding.			✓
4 Evaluate the potential for marked crosswalks or other treatments to better highlight pedestrian crossings at SE 2nd Street and SE 11th Street from existing sidewalk that leads out of these streets to the existing sidewalk on the west side of 108th Avenue SE.	✓		✓
5 Develop and implement pedestrian and bicycle safety improvements along the entire Main Street corridor between Bellevue Way and 116th Avenue.	✓		✓
6 Install sidewalk on at least one side of SE 16th Street from Bellevue Way to 108th Avenue SE.	✓		
7 Install sidewalks to fill gaps and improve safety on: ▪ 110th Avenue NE from Main Street to NE 2nd Street ▪ 110th Avenue SE from Main Street to SE 1st Street ▪ SE 10th Street from 108th Avenue SE to Bellevue High School.	✓		
8 Install a crosswalk on Main Street for the east side of the intersection with 110th Avenue NE.	✓		
9 Conduct a planning level engineering study and cost estimate for constructing a pedestrian overpass or underpass of the light rail from the residential neighborhood to 112th Avenue SE in the vicinity of Surrey Downs Park and SE 6th Street. Follow-up with stakeholders on both sides of 112th Avenue SE to determine if there is sufficient support to include in the City's future capital projects budget.			✓
10 Provide designated routes (e.g. walkways, sidewalks, and/or signage) through the Surrey Downs neighborhood along 109th Avenue SE, 111th Avenue SE, SE 2nd, 4th and 6th Streets that are safe, well-lighted, and attractive routes for pedestrians.	✓	✓	✓

**2009 Pedestrian-Bicycle Plan, Project List*

Figure 7 Pedestrian/Bicycle Access Strategies

TRAFFIC

Speed bumps act as a traffic calming device

109th Ave SE is a wide street that may benefit from traffic calming coordinated with traffic calming on 108th Ave SE (Strategy #8)

Addressing the possibility of increased traffic, especially in residential areas, was a large component of the CAC's work. Given the proximity of the East Main station to neighborhood areas, residential streets were seen as an attractive place for commuters to park and walk to the light rail station. Additionally, with the loss of direct access into Surrey Downs off of 112th Avenue SE, existing access points at Main Street and 108th Avenue SE and 110th Avenue SE into neighborhood areas will likely have to carry additional neighborhood traffic. This could make routes all the more appealing for non-resident traffic and increase potential conflicts and safety concerns among pedestrians, bicyclists and drivers.

With that in mind, the CAC's vision for addressing traffic in the study area was primarily centered on ensuring that neighborhood streets and access points safely serve the needs of residents walking, biking, and driving while discouraging non-residents from using the neighborhood street network. This desire is reflected in the CAC's vision to balance safety and access needs of residents while effectively prohibiting non-residents from parking and driving on neighborhood streets.

The CAC worked to develop specific strategies (table below) that will help to achieve the long-term vision. The traffic strategies correspond with Figure 8. Traffic strategies centered primarily on enforcing and expanding the existing residential parking zones (RPZs), updating the city's traffic calming guidelines to allow for traffic calming measures to be installed on streets where guidelines previously inhibited their implementation, ensuring that additional traffic calming and access changes will not inadvertently push concerns to adjacent streets, exploring methods to ease residential access at key entry points while simultaneously discouraging non-residential use, and creating a 20 mph school zone around Bellevue High School.

Traffic			
STRATEGIES	**Capital Improvements**	**Code & Policy Amendments**	**Other Plans & Programs**
1 Evaluate whether existing residential parking zone (RPZ) areas should be expanded or if a new RPZ should be created to cover the remainder of the Bellecrest and Surrey Downs neighborhoods to the south.			
2 Evaluate day and hour restrictions of all RPZ areas in the Bellecrest and Surrey Downs neighborhoods to determine if they should be expanded.			
3 Monitor pick-up/drop-off activity in the residential area once light rail is operational and implement restrictions as needed/supported by the neighborhood.			
4 Enforce RPZ and other restrictions to ensure they are effective.			✓
5 Update the city's traffic calming guidelines to lower the speed threshold for the implementation of traffic calming measures around light rail stations.		✓	
6 Continue to monitor and enforce access restrictions from downtown to 108th Avenue SE.			✓
7 Continue to explore, and implement as appropriate, new technologies and best practices that discourage non-residential traffic from traveling from downtown through residential areas.			✓
8 Coordinate additional traffic calming measures for 108th Avenue SE with measures for 109th Avenue SE to discourage cut-through traffic and maintain safety on residential streets.	✓		✓
9 Evaluate the feasibility and trade-offs of modifications to the intersection of Main Street and 110th Avenue for the purposes of providing additional neighborhood access for residents, improving pedestrian safety, and discouraging non-residential traffic. Modifications to be evaluated may include, but are not limited to, realignment of 110th Avenue, a traffic signal with protected left turn movements, additional sidewalks, crosswalks and pedestrian signals.	✓		✓
10 Add a protected left turn signal phase for all legs of the Main Street to and 108th Avenue SE intersection to facilitate residential neighborhood access while improving safety for people walking across Main Street and 108th Avenue SE. Evaluate concurrently with street traffic mitigation.	✓		✓
11 Implement a 20 mph school zone around Bellevue High School.	✓		✓

Figure 8 Traffic Strategies

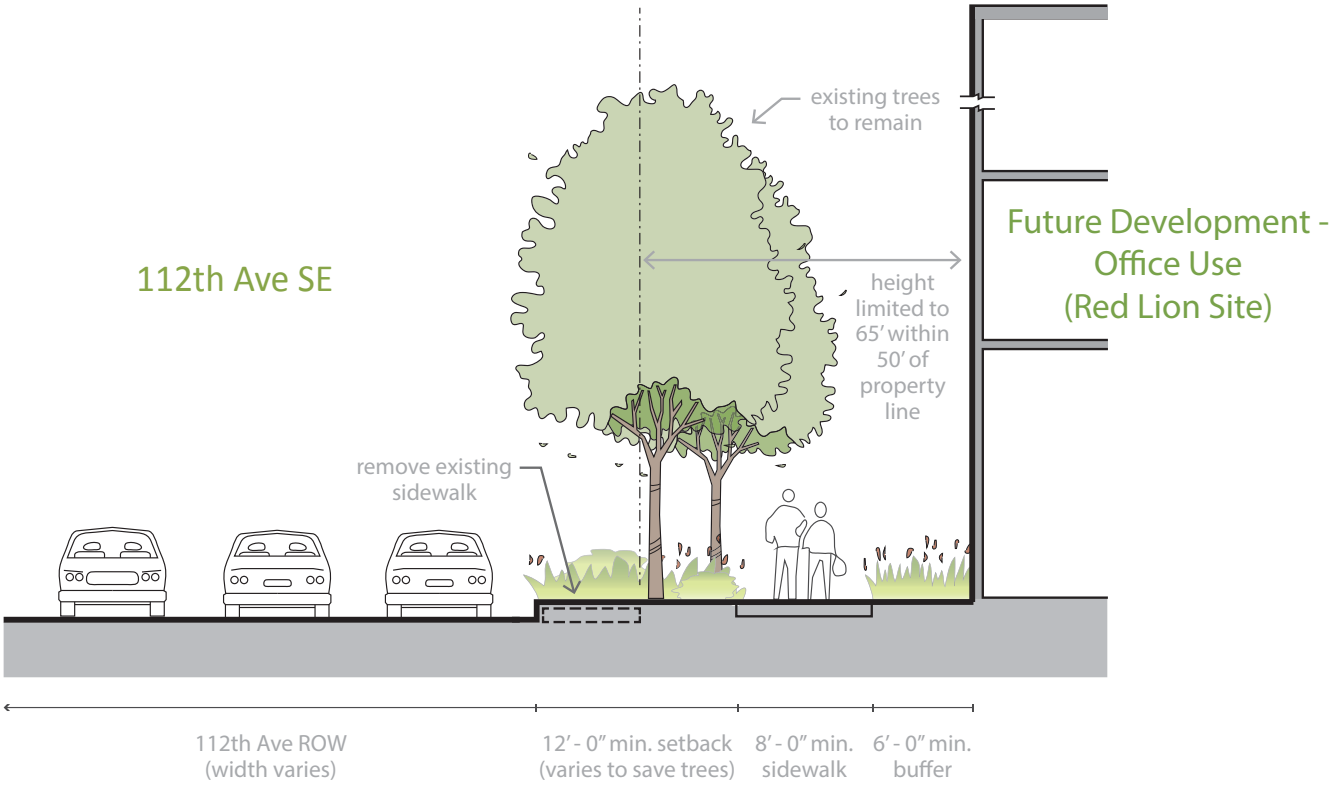
CHARACTER

Comments from CAC members and the public reflected concerns that the light rail project, the potential redevelopment of sites east of 112th Avenue SE and the possibility of increased traffic on Main Street and 112th Avenue SE would negatively impact the station area, especially the residential neighborhoods west of 112th Avenue SE. People expressed a desire to preserve the natural beauty, quiet and small community feel of the residential neighborhoods while maintaining walkability and easy access to downtown as well as improving the pedestrian experience on Main Street and 112th Avenue SE.

The recommended character strategies are intended to implement the vision described in Chapter 2 through street design guidelines for Main Street and 112th Avenue SE and through land use regulations and design standards for new development. The strategies focus on creating landscaped, pedestrian-friendly streetscapes on Main Street and 112th Avenue SE (Figure 9) and developing uses along 112th Avenue SE in a way that complements the street design guidelines and at a scale that does not overwhelm the residential neighborhood. The character strategies need to work in concert with the land use/redevelopment strategies to achieve the CAC's vision.

Character			
STRATEGIES	**Capital Improvements**	**Code & Policy Amendments**	**Other Plans & Programs**
1 Develop and implement a design for Main Street that emphasizes safety and incorporates aspects of the look and feel of Old Bellevue along with wider sidewalks, planting strips, shade trees and lighting that reinforce the distinct land use context on each side of the street between Bellevue Way and 116th Avenue.	✓	✓	✓
2 Incorporate the recommendations of the East Main Station Area Plan into subsequent plans, studies and programs (e.g. Downtown Transportation Plan, multi modal level-of-service, corridor studies) to achieve the vision for Main Street.		✓	✓
3 Develop and implement a design for 112th Avenue SE from Main Street to SE 8th Street that preserves the current "green boulevard" look and feel and creates a safe and inviting environment for pedestrians and bicyclists.	✓	✓	✓
4 Develop and implement design guidelines for street frontage that complements the desired design character for 112th Avenue SE by allowing and encouraging an active pedestrian environment including: ▪ Wide sidewalks ▪ Landscape strips separating traffic from sidewalks ▪ Large shade trees ▪ Pedestrian-oriented storefronts and activities	✓	✓	✓
5 Develop and implement regulations for new development with frontage along 112th Avenue SE that complements the desired design character of the street by: ▪ Establishing building setbacks at back of sidewalks ▪ Encouraging front stoops if individual residential units front on the sidewalk ▪ Creating attractive, well-defined entrances serving multiple residential units ▪ Requiring additional step backs for upper floors above 65 feet ▪ Requiring taller buildings be located closer to I-405 and/or a minimum distance from 112th Avenue SE.		✓	

Figure 9 Example street frontage design for redevelopment along 112th Avenue SE



LAND USE/REDEVELOPMENT

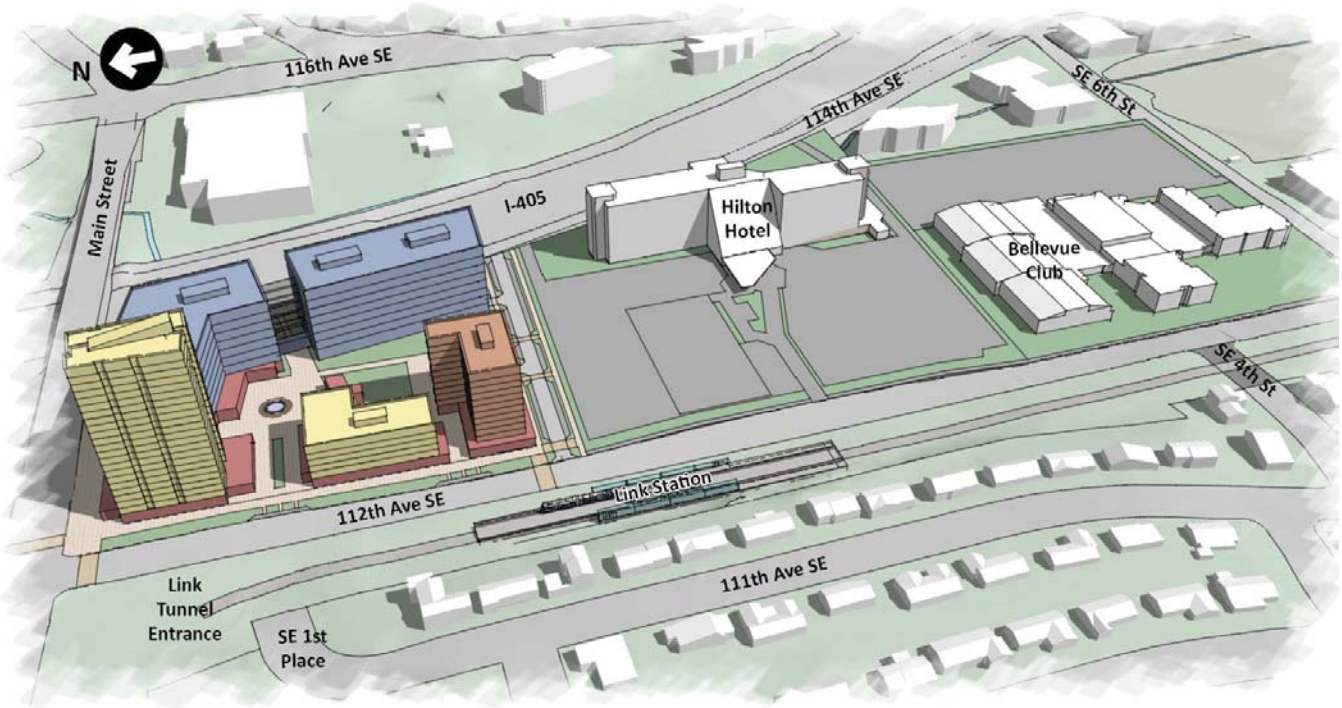
Future redevelopment of the commercial zoned properties east of 112th Avenue SE between Main Street and SE 8th Street represent opportunities and challenges. The CAC was charged by the City Council with formulating a vision that would allow for transit-oriented development east of the future light rail station in a way that would complement the existing community. The CAC received input from residents, property owners and developers and considered several scenarios with different levels of development. The CAC's recommended vision and strategies reflect consistent themes heard throughout the project for high-quality redevelopment with uses, facilities, amenities and activities that serve existing residents and workers in the immediate area as well as the broader community. Equally important, the CAC views the redevelopment that will occur as a new neighborhood that should foster a strong sense of community and complement the existing neighborhoods west of 112th Avenue SE and north of Main Street.

Redevelopment strategies call for increasing allowable building square footage and height in the area bounded by Main Street, SE 6th Street, 112th Avenue SE and I-405 (Figure 10). This area was the primary focus of the CAC discussion about redevelopment and transit-oriented development. Current Office/Limited Business zoning permits low-rise, suburban style office and hotel uses of up to 75 feet in height with building square footage equal to one-half of the square footage of the site. The CAC's vision calls for a greater mix of residential, retail, office and hotel uses to serve existing and future residents and workers of the area; allowing up to 200 feet in most of the area and up to 300 feet in limited areas; and allowing maximum building square footage of four to five times the square footage of the site (Figure 11).

Two concepts for redevelopment of the Red Lion Hotel site that fit within the CAC's vision for all of the sites between Main Street and SE 6th Street are described in Strategy 2 in the following table and illustrated in Figures 12 and 13. Figure 12 depicts a mix of uses with an overall maximum building height of about 200 feet and preserving a view corridor of Mount Rainier from the public concourse at City Hall. The CAC recommendation includes minimizing or eliminating the view corridor (Strategy 3) to allow for

Figure 10 Primary Redevelopment Area: Existing Conditions (2016)

Figure 11 Primary Redevelopment Area and Red Lion Site Concept



buildings up to 300 feet tall along Main Street and 114th Avenue SE if additional requirements are met. Figure 13 depicts the taller buildings without the view corridor. Taller building height allows for more development and more open space on the site. In both concepts, portions of buildings fronting along most of 112th Avenue SE would be limited to 65 feet in height with taller portions located farther back from the street (see Figure 9).

The land use/redevelopment strategies are intended to provide clear guidance for the next step of implementation – development regulations and design guidelines – that will ensure the vision is realized as redevelopment occurs. Two distinct areas were identified in the Office/Limited Business district as having different levels of redevelopment potential. The highest potential is within the ¼-mile radius of the station between Main Street and SE 6th Street. The remainder of the Office/Limited Business district between SE 6th Street and SE 8th Street has much less redevelopment potential due to significant environmental constraints related to Sturtevant Creek, wetlands and possibly soil conditions. For that area, the CAC recommends roughly doubling the amount of allowable building square footage and increasing height from 75 feet to up to 120 feet, still subject to the environmental constraints of the site (Strategy 5). Another key recommendation for the redevelopment area is the creation of a new street between 112th Avenue SE and 114th Avenue SE serving the Red Lion and Hilton sites and providing better traffic and pedestrian circulation in and around the sites (Strategy 4). Figure 14 illustrates one concept for the design of that future street. Overall, the land use/redevelopment strategies need to work in concert with the character strategies to achieve the CAC's vision.

Figure 12 Example redevelopment Red Lion site (200' height overall)

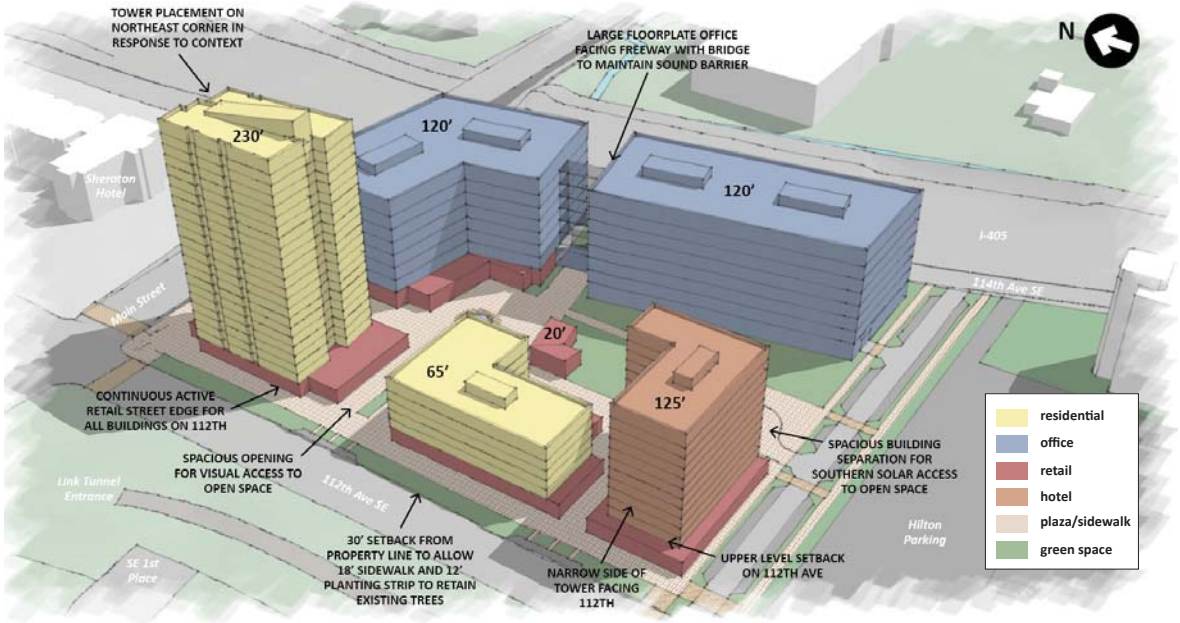


Figure 13 Example redevelopment Red Lion site (300' height part of site)

Figure 14 Example design for new street in redevelopment area

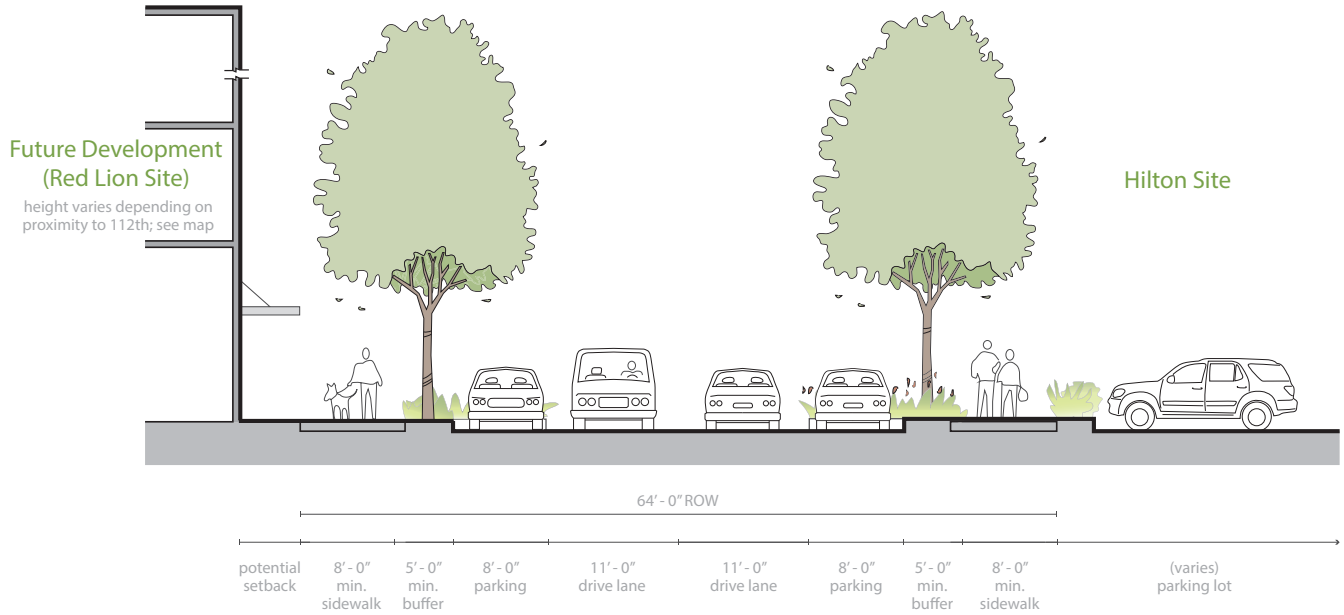
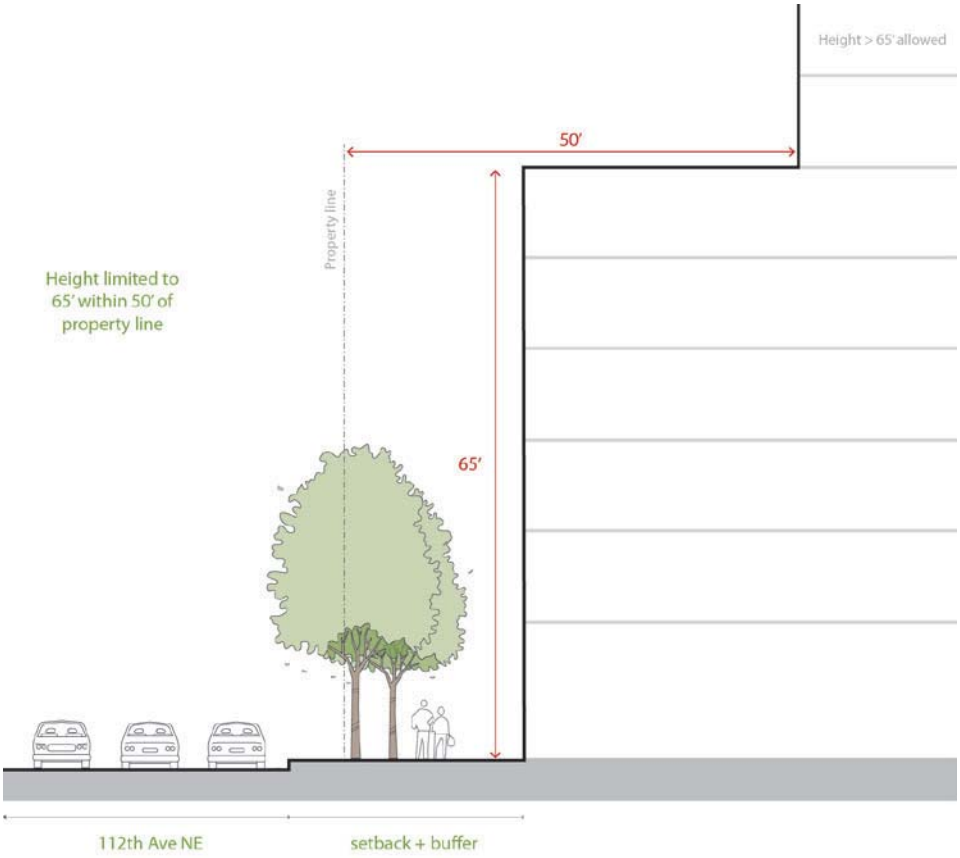


Figure 15 Example of stepbacks along 112th Ave NE (Land Use/Redevelopment strategy #2)



Land Use/Redevelopment

STRATEGIES	Capital Improvements	Code & Policy Amendments	Other Plans & Programs
1 Continue to require new development to analyze and mitigate for project-related traffic impacts, including pedestrian and bicycle access and safety.			✓
2 Apply a new "East Main TOD" zone to replace the existing OLB zone between Main Street, 112th Avenue SE, SE 6th Street and 114th Avenue SE and that includes, at a minimum, the following standards: ▪ A mix of uses (e.g. residential, retail, office, hotel) within a project and/or individual building ▪ Housing for a variety of family sizes and income levels that fits with the quality of the community ▪ Maximum square footage for building footprints and floor plates ▪ Allow a mix of retail uses that does not include "big box" retail ▪ Retail and service uses scaled to primarily serve the community and located within pedestrian areas to generate street-level activity ▪ Maximum site FAR of 4.0 and building height of 200 feet – both of which can only be achieved through a bonus/incentive system that ensures quality development ▪ Establish a minimum base FAR that is sufficiently high enough to support the kind of vibrant, place-making development described in the CAC's recommended vision statement ▪ Allow additional FAR up to 5.0 and height up to 300 feet only within 250 feet of the Main Street right-of-way or 114th Avenue SE right-of-way and only through a development agreement or similar mechanism that provides greater quality of development and public benefit (e.g. architectural design, enhanced pedestrian environment and place-making, community benefits, public amenities) beyond the requirements for achieving the 4.0 FAR and 200 foot height ▪ Limit building height to 65 feet within 50 feet of 112th Avenue SE for buildings outside of the additional FAR/Height (5.0, 300 feet) area; utilize building design that steps back height above 65 feet beyond the area within 50 feet of 112th Avenue SE ▪ Use landscaping and architectural design to minimize the appearance of the "wall effect" (i.e. a solid line of building facades) along 114th Avenue SE.		✓	
3 Minimize or eliminate the Mount Rainier view corridor to prevent undermining redevelopment and transit-oriented development (TOD) goals and the CAC desire to locate taller buildings farther from 112th Avenue SE.		✓	
4 With redevelopment of the Red Lion and/or Hilton Hotel sites, construct a new public street along or in the immediate vicinity of their common property line to convey automobile, pedestrian and bicycle traffic between 112th Avenue SE and 114th Avenue SE and to provide additional access to both properties.	✓	✓	

Land Use/Redevelopment			
STRATEGIES	**Capital Improvements**	**Code & Policy Amendments**	**Other Plans & Programs**
5 Revise the standards for the "OLB" zone between 112th Avenue SE, SE 6th Street, SE 8th Street and 114th Avenue SE to allow for a broader mix of uses and taller buildings to enhance the limited redevelopment potential, including: ▪ The same quality and similar design standards as the new "East Main TOD" zone ▪ Increase maximum site FAR to 1.0 and increase building height to 100 to 120 feet achievable through a bonus/ incentive system that ensures quality development.		✓	
6 Re-evaluate parking ratios for TOD and encourage parking to be structured underground or located internal to other structures.		✓	
7 Incorporate design standards that create safe and secure environments (e.g. visibility, lighting) in and around the new development.		✓	