Eastgate/I-90

Land Use & Transportation Project

Eastgate/I-90
Land Use & Transportation Project

CITY OF BELLEVUE
March 2012

Department of Community Development
Department of Transportation

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Eastgate/I-90
Land Use & Transportation Project

April 5, 2012

The Honorable Mayor Conrad Lee
Members of the Bellevue City Council
450 110th Avenue NE
Bellevue, WA 98004

RE: Citizen Advisory Committee Recommendation – Eastgate/I-90 Land Use & Transportation Project

Dear Mayor Lee and City Councilmembers:

It is with great pleasure that we, on behalf of the entire Eastgate/I-90 Citizen Advisory Committee, present to the City Council the committee's recommendation for the Eastgate/I-90 Land Use & Transportation Project. Since November 2010 the CAC has examined this corridor in depth, developed and evaluated alternative courses of action, and produced a land use and transportation vision that will guide development in the area for the next twenty years. We believe this vision is the right fit for the corridor, and promotes a desirable but realistic evolution in land use supported by modest and implementable transportation solutions.

During the course of our work, we learned much about the corridor, including its strengths and challenges. This understanding was invaluable in reaching conclusions and recommendations that are appropriate for the corridor. The following are among our more significant observations and conclusions:

1. The corridor has enjoyed a history as a **strong employment center**, and is expected to continue to do so. However, the CAC heard from employers and employees alike that the **corridor does not offer the conveniences and amenities** that are found in other locations, most notably downtown. As a result, there is great reliance on the automobile for doing simple daytime errands or going out to lunch. The workforce of tomorrow will seek employment locations that offer a greater menu of services and amenities than is currently found in Eastgate. In fact, the desire to have quick, non-motorized access to restaurants, services, cultural opportunities, and other amenities was a primary motivation for Expedia's move from Eastgate to downtown Bellevue. If Eastgate is to remain competitive, greater integration of support retail and other services into the office environment needs to occur. Our recommended plan encourages that to happen.

2. While there is **strong market demand for additional office space** in the corridor, there is **little capacity to accommodate more growth** due to the lack of undeveloped land, relatively healthy condition of existing improvements, and zoning constraints. Under a "No Action" scenario (whereby no changes

are made to existing development regulations) it is projected that only about 200,000 square feet of new office would develop in the corridor over the next 20 years. This compares with a projected market demand of approximately 1.5 million square feet of new office space. Projected office growth under our recommended plan is 1.8 million square feet, achievable by rezoning some properties and increasing allowable floor area ratios (FAR) and building heights in several areas, though to a lesser extent than in the downtown or Bel-Red corridor.

3. **Bellevue College** is a major asset not only for the I-90 corridor but for the region as a whole. Its central location in the study area presents opportunities for partnerships with nearby properties and businesses. Our recommended plan supports the continued evolution of Bellevue College by promoting strong relationships and connections with a Transit-Oriented Development (TOD) center south of the campus and workforce development partnerships with industrial uses in Richards Valley and office uses throughout the corridor. As the campus grows, the CAC believes it is important for the college to develop more of an externally-oriented physical presence by anchoring its main entrance along 148th Ave SE with institutional and retail uses and by increasing visibility from I-90. Combined with the TOD center, this will help create a strong focal point in the heart of the corridor and will celebrate the important role that Bellevue College plays.

4. The **Richards Valley light industrial area** will be the last large reservoir of light industrial and warehouse uses in the city after the Bel-Red corridor redevelops. This area provides important support to surrounding businesses as well as the community as a whole, and may attract light industrial uses eventually displaced by Bel-Red redevelopment. The CAC believes it is important to retain these uses as part of the city's overall economic mix, but to also set the stage for introduction of **research & development and flex/tech uses**. Substantial redevelopment in this area would be difficult, given the **many environmental constraints** in this part of the corridor, including streams, wetlands, and steep topography.

5. The **Eastgate Plaza shopping center** appears to be healthy and is likely to continue to be for the long term. This property is part of an investment portfolio for the CalPERS retirement system that invests in supermarket-anchored shopping centers. A consultant's report analyzing the redevelopment potential of this site found that occupancies and rents are strong, and that it would not make economic sense to demolish the center and replace it with a mixed-use building. Still, the CAC felt that a plan for this site should be in place in the event redevelopment became necessary. Our recommended plan envisions continued neighborhood-serving retail or other uses on this site, while also allowing residential use.

6. **Automobile dealerships** in the corridor are performing very well. Because of this success, the CAC believes these uses will remain for the life of this plan and will likely increase in size, possibly displacing some or all of remaining businesses in the former Sunset Village center over time. Our recommended plan seeks to retain those businesses or at least provide capacity nearby for their relocation or replacement. In addition, our plan envisions office uses supported by ground-floor retail, service, and restaurant uses located in this area in the event the automobile dealers move elsewhere at some point in the future.

7. The corridor is characterized by **poor transportation connectivity**. Due largely to the presence of I-90, but also because of topography and historical development patterns, there exist few non-arterial and non-motorized transportation choices for getting from one point to another in the corridor, and very few opportunities to create such connections. This contributes to transportation "choke-points" at key intersections through which substantial volumes of vehicle traffic get funneled. While **traffic problems exist** in the corridor, additional growth can be accommodated by the existing network with modest improvements. Rather than proposed major (and costly) new transportation facilities, our plan recommends improving key intersections, improving pedestrian and bicycle connections, improving transit service, and partnering with other agencies to help the corridor perform better.

8. The corridor is **dominated by the presence of I-90**, which provides a barrier to a wholesale makeover of the corridor character. Therefore, means to improve the character need to be strategic and targeted. The creation of a **Transit-Oriented Development** center between Eastgate Way and Bellevue College, east of the park-and-ride, will provide a strong visual focal point for the corridor. Landscaping of the Eastgate freeway interchange will provide a visual gateway at the east end of the corridor. Completion of the Mountains-to-Sound Greenway trail, improved pedestrian connections, pursuing green space opportunities, and promoting a greater mix of uses and better quality of building design will combine to create a sense of place and a more attractive environment.

PLAN HIGHLIGHT

The committee's recommended plan recognizes the challenges and opportunities described above. It further realizes that due to the fundamental health of the corridor it is neither necessary nor advisable to plan for a future that is markedly different from what currently exists. Instead, the committee determined that more modest changes are appropriate – changes that can capture market demand, improve transportation conditions, address concerns of the employment sector as well as the general public, and position the corridor to gracefully mature over time. To that end, the recommended plan incorporates the following key elements:

1. It builds on the **success of the corridor as an employment and office center**, by adding capacity for additional office growth and allowing a greater mix of support retail and service uses with office development.

2. It establishes a **mixed-use Transit-Oriented Development center** around the transit center and south of the Bellevue College campus. It is expected that a substantial portion of the future office and residential growth will occur at this location. This center is suitable for increased floor area ratios (generally up to 2.0) and building heights (10 to 12 stories). This center will leverage existing transit investment, provides a spectrum of opportunities for Bellevue College, and creates a high visibility focus for Eastgate with a mix of uses, multi-modal access, and amenities and activities.

3. It increases the **residential presence** in the corridor. Residential uses will add vibrancy to the area, provide housing in close proximity to Bellevue College and places of work, benefit from existing transit service, and support retail uses in the corridor.

4. It seeks to enhance **Bellevue College's visual presence** in the corridor by offering integration opportunities with the transit-oriented development center and promoting college-related retail or other facilities to anchor the main entrance from 148th Ave SE.

5. It leverages the **Mountains-to-Sound Greenway** theme by integrating the Mountains-to-Sound Greenway Trail into the non-motorized circulation system, adding greenery to the Eastgate interchange and boulevards, and promoting "green building" practices in new construction.

6. It identifies **modest but effective motorized and non-motorized transportation improvements** to address existing transportation issues and ensure that future growth will be properly supported by transportation infrastructure. Some of these improvements will be achieved through partnerships with other agencies such as King County/Metro, WSDOT, and Sound Transit.

7. While our recommendation includes suggestions for allowable **floor area ratios and building heights** in several locations in the corridor, those suggestions are intended to serve as guidelines. The committee is aware that more detailed work needs to be done to refine those allowances to make sure they achieve the desired results.

SPECIFIC REQUESTS AND CONCERNS

Through the course of this project and our outreach, the committee heard from owners of property within the study area about changes they desire to have made for their properties. We also heard from the general public their hopes and concerns related to future growth in the corridor. The plan addresses these desires and concerns in the following ways:

Requests from property owners:

1. Lincoln Executive Center. The owner of this office complex, located at 146th Place SE and Eastgate Way (south of Bellevue College), would like to see the complex evolve over time into a **transit-oriented development** and seeks increased building heights, floor area ratios, and opportunities for inclusion of retail and residential uses. This request is closely aligned with the committee's vision for a larger TOD center that would include this and other properties. While we recognize that there is more work to be done to refine and implement such a concept, our recommended plan lays the foundation for such further work to be done.

2. King County/Metro site. This vacant 10-acre parcel lies at 13620 SE Eastgate Way between Richards Road and the Sunset Corporate Campus. King County expressed interest in seeing a **change in zoning from the current Light Industrial to something more suitable** for its location and market acceptance. Our plan recommends that this site and others to the west be rezoned to support office as the predominant use, with allowance for retail or service uses on the ground floor. Building heights generally in the 10 to 12 story range are envisioned here, to provide visual access from I-90.

3. Champions Center. While technically this church at 2649 Landerholm Circle SE lies just outside outside of the study area boundaries, its proximity to the Bellevue College main entrance makes it appear almost part of the college campus. Champions Center **desires the ability to have a small coffee shop that serves the general public**, something currently prohibited by zoning. The committee's recommended plan would support coffee shops or similar publicly-oriented uses at this location, in keeping with the college-related retail or other facilities envisioned at the college's main entrance on 148th SE.

4. Trailers Inn RV Park. The owner of this facility, located at 15531 SE 37th Street, would like to see the current **General Commercial zoning change to something that would accommodate office or hotel use**. The committee agrees that either or both of these uses at this location would be appropriate, and our recommended plan supports this change.

Issues raised by the general public:

1. Traffic. This is by far the biggest concern raised by people who use this corridor or live near it. Therefore, the committee spent the time and care needed to identify existing issues, understand the potential impacts of future growth, and identify modest-cost but effective transportation solutions. While there will always be "choke-points" at particular intersections in the corridor regardless of what changes in land use might occur, we believe the consequences

of growth can be addressed through a combination of intersection improvements, improved transportation mode choice, non-motorized transportation facilities (e.g., pedestrian paths and bike lanes), and partnerships with transit service providers (King County/Metro, WSDOT, Sound Transit).

2. Phantom Lake. The northeast portion of the study area lies within the Phantom Lake Drainage Basin. As Council is aware, residents of Phantom Lake have raised concerns about water quality and water quantity issues in the lake and want to know that future development in the study area will not exacerbate those issues. The committee is sensitive to this concern, and has highlighted it in our recommendation. While we do not project substantial levels of redevelopment or increases in impervious surface area in this part of the study area, we recognize that any new development will be required to confirm to much stricter storm water requirements than was required of existing development, and therefore redevelopment could actually, though incrementally, improve storm water conditions over what currently exists.

3. Auto-dependency. An issue raised both by employers/employees and the general public was that it is difficult to do simple errands in the corridor without getting into a vehicle. There was a shared desire to have a distribution of support retail and service uses throughout the corridor, so that they are more accessible to pedestrians or bicyclists. Our recommended plan incorporates a position that these uses should be allowed and encouraged wherever office use is permitted, to reduce the need to use a vehicle for routine errands such as going out for lunch or shopping for incidentals.

4. Corridor character. Like the office users in the corridor, members of the general public expressed appreciation for the fact that attention is being given to the corridor at this time. There is common interest in making whatever improvements are possible to the visual character of the area, and to creating a sense of arrival or sense of place. Given the formidable presence of the I-90 freeway, we believe our recommended plan incorporates many of the aesthetic features sought by the community. As those features get put in place over time, we are confident the community will be pleased with the results.

CLOSING

The committee members all appreciate this opportunity to have worked on this project, and are honored to have been selected for committee participation. We take seriously the trust you placed in us when you handed us this important assignment. We also greatly appreciate the project principles developed by Council at the project outset, as they were instrumental in guiding our efforts and helping us stay true to our mission. Finally, we want to thank Deputy Mayor Robertson for serving in the role of Council liaison to our committee, and for her helpful insights offered in that capacity.

We hereby formally transmit our final report and recommendation to you, and ask that you accept it and initiate the implementation stage by forwarding it on to the appropriate commissions.

Sincerely,

Jay Hamlin
Committee Co-Chair

Francois Larrivee
Committee Co-Chair

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View looking west over Eastgate and I-90

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Executive Summary

In October 2010 the Bellevue City Council appointed a Citizen Advisory Committee to provide guidance to city staff in developing work products to accomplish the Eastgate/I-90 Land Use & Transportation Project. The CAC, composed of members of City boards and commissions, study area stakeholders, and nearby residents, was tasked with developing and evaluating land use concepts for the Eastgate/I-90 corridor, and identifying and evaluating appropriate multi-modal transportation measures to support those

concepts. The work of the CAC was guided by a set of Council-adopted principles.

Using a planning horizon of Year 2030, the CAC undertook a planning process that extended from November 2010 to April 2012. This process included regular monthly meetings, several public open houses, online surveys, stakeholder interviews, presentations to interest groups, and website updates. The CAC's work culminated in a "preferred alternative" that enhances the economic vitality of the I-90 corridor, provides for neighborhood retail services, improves transportation and mobility, upgrades the area's environmental quality and visual character, and supports the institutional mission of Bellevue College. That preferred alternative is captured and described in this Final Report and Recommendation in the chapters that follow.

Key Plan Elements

The preferred alternative combines a land use vision with appropriate transportation improvements to support that vision, and with strategies for improving the visual quality and coherence of the corridor. The most important land use, transportation, and urban design concepts are summarized below.

Land Use

The preferred alternative is projected to accommodate the following types and amounts of new growth in the corridor by the year 2030:

- Office – 1,800,000 square feet
- Institutional (Bellevue College) – 350,000 square feet
- Retail – 100,000 square feet
- Industrial – 0 square feet
- Hotel – 300 rooms
- Residential – 800 dwelling units

This growth will be made possible by changes to land use regulations and creation of measures to incentivize redevelopment that contributes to the corridor's economic vitality and to desired public amenities and improvements. Without these changes, very little growth is expected within the next twenty years due to the developed nature of the corridor and the value of existing improvements.

The single best opportunity to expand Eastgate's economic role as an employment center, as well as adding retail services and some residences, is mixed-use transit oriented development (TOD) around the transit center and south of the Bellevue College (BC) campus. This area has the potential to accommodate a substantial portion of the market demand for additional office space, is suitable for mid-rise residential development, leverages transit investment, and minimizes adverse impacts to transportation systems. As such, the greatest building heights (approximately 12 stories) and floor area ratios (FAR) (approximately 2.0) are proposed at this location. This development concept also provides a spectrum of opportunities for BC and creates a high visibility focus for Eastgate with a mix of uses, multi-modal access, and ample amenities.

Elsewhere in the corridor, redevelopment would be incentivized through greater office FAR, though less than at the TOD center. Increased development potential would be achieved in exchange for public benefits. Current restrictions on support retail and service uses in office districts would be eased in order to bring these conveniences closer to places of employment, reducing daytime vehicle trips. Existing retail centers would be retained and enhanced, to continue to serve the employment base and surrounding neighborhoods. Modest residential development would occur, taking advantage of proximity to employment, transportation, and shopping.

Transportation

Existing traffic conditions and anticipated increase in traffic volumes due to regional growth indicate that near-term and long-term interstate, roadway, transit, and bicycle/pedestrian improvements are important to adequately provide improved mobility in the area and serve new development. The

preferred alternative identifies transportation strategies that maintain vehicular capacity while enhancing livability and community character.

The preferred alternative envisions a multi-modal transportation system emphasizing improved pedestrian, bicycle, and public transit modes. It positions the corridor to take advantage of high capacity transit investment that is likely to be made as part of Sound Transit 3 at some point in the future.

In keeping with the Council principles guiding this project, the transportation improvements embodied in the preferred alternative are modest in their cost and targeted in their reach. Many rely on partnerships with other agencies and service providers, such as WSDOT, King County/Metro, and Sound Transit. Development incentives that provide increased private development potential could be structured to promote private investment in corridor-wide transportation improvements.

In conjunction with the TOD concept described under Land Use above, the transportation vision promotes improvements to the 142nd Pl SE bridge to create a "transit emphasis corridor" at that location. Sidewalks would be widened to facilitate pedestrian movement and mid-bridge loading and unloading, and canopies would be added for protection from the weather. Artwork could be added to or near the bridge to create an iconic statement and emphasize its significance. The bridge would provide convenient connections to the Mountains-To-Sound Greenway Trail south of I-90, the transit center on the north side of I-90, the future TOD center, and Bellevue College, creating a strong north-south linkage.

Other transportation improvements recommended in the preferred alternative address the following:

- Improvements to existing and future choke points at critical intersections and their approaches;
- Access to and support for new development;
- Safer and more complete pedestrian and bicycle networks;
- Completion of the Mountains-To-Sound Greenway Trail through Eastgate;
- Upgraded transit operations and access to transit stops;
- Improved visual coherence and attractiveness of the corridor (e.g., 150th Avenue SE boulevard project); and
- Support of WSDOT in their efforts to increase vehicle capacity on I-90, east of the 150th Ave interchange.

Taken together, these measures will ensure that the land use growth envisioned by the preferred alternative will be supported by appropriate infrastructure improvements.

Corridor Character

Because Eastgate's ability to foster stable neighborhoods, support businesses, and attract desirable development depend, in large measure, on its visual qualities, this project includes design recommendations to enhance the area's physical identity. Building on Bellevue's "City in a Park" theme, design improvements emphasize landscaping to enhance corridors and frame structures. Most prominent for those travelling on the I-90 corridor will be naturalistic landscaping in the freeway ROW, especially between and around the Lakemont and 148th Ave SE interchanges, and several of the recommended street improvements include substantial street landscaping. The design concept for the new TOD area near 142nd Ave SE envisions a more intense, urban character with a pedestrian oriented main street and landmark structures visible from I-90. Finally, the Mountains to Sound Greenway trail will add a "green" connector through the area and this project recommends enhancing that corridor with additional landscaping where possible.

Implementation Recommendations

This report recognizes that creation of the "vision" as expressed by the preferred alternative is just the starting point for realizing the evolution of the corridor. Much work remains to make that evolution happen. Therefore, this report recommends several

implementation concepts and strategies, addressed more specifically in Chapter 5 and Appendix B.

In general terms, the implementation recommendations highlight the following:

- Amendments to the City's development policies and regulations will be needed, notably the Comprehensive Plan, Land Use Code, Zoning Map, and Transportation Facilities Plan. These amendments can occur simultaneously, or can be phased in over time.

- Additional environmental review pursuant to the State Environmental Policy Act will be required as part of the amendment process, and as part of individual parcel development to ensure that environmental impacts are avoided or mitigated, such as to the natural systems in Richards Valley and to the Phantom Lake drainage basin.

- Increased development in the corridor is achieved primarily through zoning amendments that provide increased development potential, to stimulate redevelopment of existing improvements. This increase in development potential should be balanced with and contingent upon the provision of more open space and other public amenities and benefits.

- While the preferred alternative recommends allowable buildings heights and floor area ratios, those recommendations are guidelines. More detailed work should be done as part of the code amendment process to ensure that future development achieves the vision of the preferred alternative and the type and quality of development desired.

- Land Use Code amendments should direct a substantial portion of the projected office and residential growth to the Transit-Oriented Development center. That center should be of high quality urban design, provide an appropriate mix of uses, integrate transit service, and provide an inviting pedestrian environment, among other considerations.

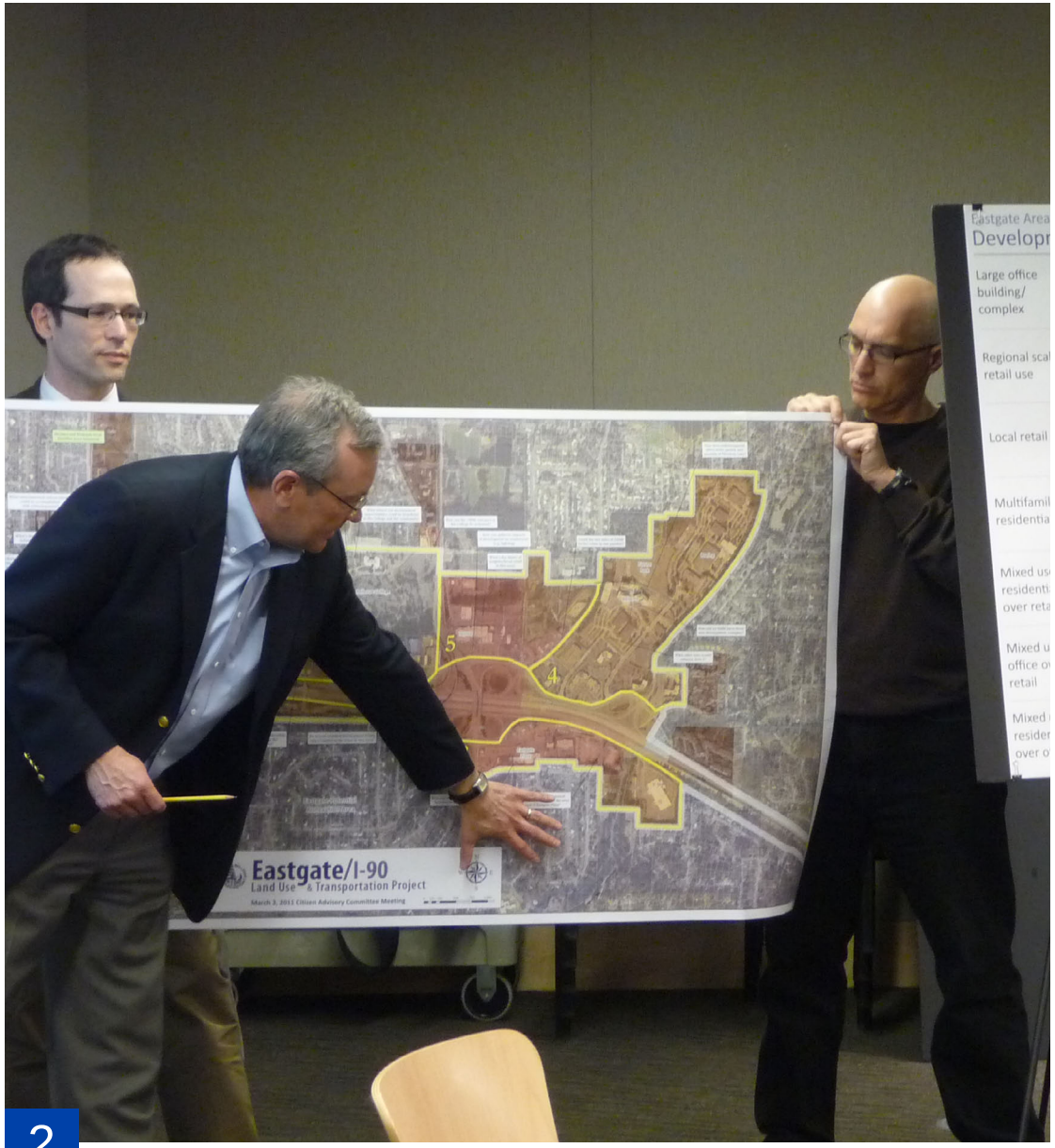
- Successful implementation of many of the transportation improvements will necessitate strong partnerships with other agencies, service providers, and private development. Continued coordination with WSDOT, Metro, Sound Transit, and Bellevue College will be critical.

- The City should support modest capital investments in the corridor, to ensure improvements to known "choke-points", connectivity, pedestrian and bicycle environments, transportation linkages, transit operations, and to the visual quality of streets, boulevards, and interchanges.

- Design guidelines are recommended to ensure high quality private development in the corridor. New development should reinforce the Mountains-To-Sound Greenway theme by incorporating sustainable design solutions.

- Gateway treatments should be implemented to reinforce Bellevue's "city in a park" theme and contribute to improved corridor character and visual coherence.

These actions, as more fully presented in Chapter 5 and Appendix B, will help ensure that the Eastgate corridor will continue be a major contributor to Bellevue's economic vitality, provide local services and connections, serve as a prominent and attractive gateway, and remain an attractive place in which to do business and serve the surrounding community.



2 *Citizen Advisory Committee members and staff discuss potential development scenarios*

2 Introduction

Report Organization

This report both presents and provides context for the final recommendation of the Citizen Advisory Committee (CAC) that was appointed by the City Council to undertake this project. This report will be presented to Council for acceptance and transmittal to appropriate Commissions to begin plan implementation (see Chapter 5). The work completed to date, known as the Eastgate/I-90 Land Use & Transportation Project, is described in this report, and is the first step toward identifying and achieving a future vision for the Eastgate/I-90 corridor.

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Sunset Village and SE Eastgate Way

This report is organized in six chapters:

1. The **Executive Summary** provides an overview of this project and recommendations from the CAC.

2. The **Introduction** (this chapter) offers background information on the Eastgate/I-90 area, the the policy background for this project, the project purpose, City Council principles guiding the project, and the project planning process.

3. The **Vision** expresses the overall goal for the Eastgate/I-90 area over the twenty year planning horizon. It shows the overarching relationships between the existing and suggested land use, transportation, and character elements of the area.

4. The **Sub-District Elements** delve into greater detail on the strategies for key areas within the Eastgate/I-90 area.

5. The **Implementation** chapter presents concepts and strategies for realizing the vision.

6. The **References** identify studies and reports used throughout the process to create this plan.

The appendices, under separate cover, add detail on background information and transportation strategies.

Policy background

The Bellevue Comprehensive Plan identifies the Eastgate/I-90 area as one of the City's five major employment centers. Roughly 24,000 people, or 17% of the city's total employment base,

are employed in this corridor. Comprehensive Plan Police ED-19 recognizes the need to "Maintain and update integrated land use and transportation plans to guide the future of the City's major commercial areas and help them respond to change." It further establishes as a goal "To maintain the quality of older commercial areas, promoting redevelopment and revitalization as needed to maintain their vitality." This may entail planning for new uses and urban forms, developing incentives and other strategies to promote reinvestment, and targeting investments in public infrastructure to help support new private sector development. In February 2010 Council directed staff to proceed with this project, consistent with the policy direction of the Comprehensive Plan.

Project Purpose

The purpose of this project was to evaluate land use and transportation conditions, policies, and regulations in the Eastgate/I-90 commercial corridor, and to produce a plan that builds on the area's assets of accessibility, visibility, job diversity, and stable nearby residential neighborhoods. Using the year 2030 as the planning horizon, this plan will provide a more coherent identity for the area, improve its economic vitality and character, and ensure the area has adequate transportation infrastructure (see figure 3 for example of existing transportation conditions) and services to meet changing land use and community needs.

Located on a major interstate freeway – I-90 – the area enjoys exceptional regional access. This fact has allowed the area to thrive economically over the past several decades, providing an attractive alternative for businesses that might otherwise locate in downtown Bellevue, Seattle, or other employment centers in the region. It is now almost entirely developed, with office constituting the predominant land use. The Eastgate area is economically important with large and small long-time businesses, including several Fortune 500 companies. It is home to Bellevue College, the third-largest institution of higher learning in the State. It is a vital link between the northern and southern parts of Bellevue, is served by high capacity transit (Sound Transit regional express buses), and is surrounded by well-established neighborhoods.

For a variety of reasons, most notably historic land ownership patterns, the era of development in the corridor (mostly post-1980), and the development regulations that were in place during that period, the urban form that has evolved is largely characterized by suburban-style low density (less than 0.5 FAR), modest height (generally 2-4 stories), buildings surrounded by surface parking (see figures 4 and 5). While market demand exists for additional growth in the corridor, that growth cannot be captured given the developed nature of the area. As market trends change over time, it is important that this employment center be able to adapt to the changing demands of employers and employees alike so that it

4 *Lincoln Executive Center and Sunset Village*

continues to attract the quality of businesses that are currently located here. This plan is intended to create that opportunity, and its implementation will help ensure that this area continues to be economically viable, provide a mix of services to the community, and significantly contribute to Bellevue's economic health in the coming decades.

PROJECT NEED AND OBJECTIVES

This project grew out of the recognition of several land use and transportation issues and needs, including:

- **Holistic land use planning.** Several property owners have expressed interest in using or redeveloping their properties in ways not envisioned by current land use policies and regulations. Rather than respond to these interests and requests in a piecemeal fashion, a more comprehensive and holistic approach to planning the corridor's future will result in better land use policies and regulations and transportation solutions.

- **Neighborhood services.** Neighborhood commercial services have been eroding over recent years. The project addresses market forces and opportunities for retaining and expanding neighborhood-oriented businesses.

- **Efficient transportation.** Transportation "choke points" exist, especially near Factoria and at access points with I-90. The study examines ways to relieve congestion, improve traffic flow, and work with the Washington State Department of Transportation (WSDOT) on pursuing improvements to the I-90 system and improving overall transportation mobility in the area.

- **Road connectivity.** "One-way in and one-way out" street design, limited access points, and unconnected streets hinder mobility throughout the area. Improvements recommended in this project will better connect the road and path network to benefit all modes of transportation (e.g., automobile, pedestrian, bicycle, and transit).

- **Mountains to Sound Greenway Trail planning.** The I-90 corridor is a missing link in the Mountains to Sound Greenway (MTSG) Trail. The trail provides an important opportunity to integrate MTSG Trail planning with other mobility and recreational features in the area.

- **Coherent image.** The area is a major gateway to Bellevue but lacks a coherent urban design and image. Ways to achieve an attractive unifying image are explored.

- **Responding to Bellevue College evolution.** Bellevue College changes have land use and transportation implications, and could provide opportunities for shared recreational or other civic resources.

- **Innovation.** Climate change and public health impacts of planning choices are easier to assess, and grant funding may be available to model these factors.

The issues and needs identified above informed the objectives for this project, and the Council principles that guided it (see Council principles, below). Key objectives identified at the project outset were:

- Identify a preferred long-term land use and transportation vision for the Eastgate/I-90 corridor that:
  - » Provides clear and deliberate direction for the area's future land use and zoning.
  - » Enhances the economic vitality and diversity of this area and the city as a whole.
  - » Provides for neighborhood-oriented retail and services.
  - » Maintains adequate mobility and promotes alternative modes of transportation, with reduced emissions of greenhouse gases.
- Identify multi-modal transportation improvements for the area that:
  - » Address future congestion and improve safety for all users.
  - » Expand travel choices.
  - » Prioritize "low cost/high impact" transportation improvements, recognizing the City's fiscal constraints

in funding expansive new transportation improvements.

» Promote a stronger identity and urban design image for this area, recognizing its prominent location on the Mountains to Sound Greenway.

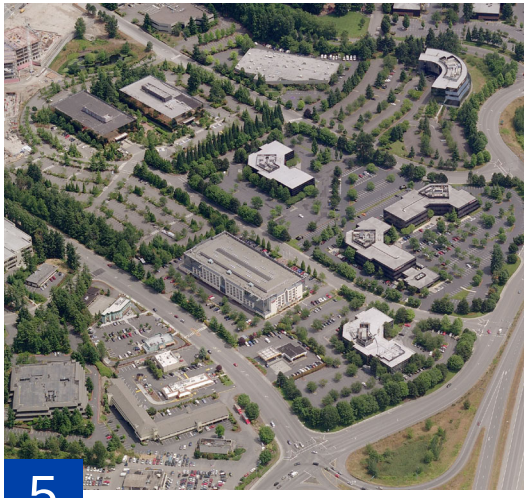
» Support Bellevue College in its efforts to become a four-year institution, by planning for college-related residential growth, ensuring adequate transportation infrastructure, and pursuing opportunities for sharing a community recreational or other civic resources.

Council Principles

The following Principles were approved by Council on February 1, 2010, to provide consistent direction over the course of this project. An overarching consideration that cuts across all these Principles is the reality of fiscal constraints that limit the City's ability to fund major new infrastructure projects. To the extent that new infrastructure is needed to support potential land use changes, costs and ability to fund these improvements must be serious and early considerations.

1. Enhance the Eastgate corridor's economic vitality without degrading mobility in other parts of the City, and ensure that it continues to contribute to the diversity of the City's economic mix.
2. Retain and enhance neighborhood-oriented services and businesses, which are important to nearby residents of Bellevue and the adjacent Eastgate potential annexation area.
3. Improve linkages with Bellevue College, which may include land use and transportation strategies, as well as a variety of partnerships that benefit both the College and the City as a whole.
4. Better integrate land use and transportation across Eastgate, which may include consideration of transit-oriented development in portions of the area. Changes in land use should be informed by transportation opportunities and impacts. For example, the large Eastgate park and ride facility may create an opportunity for a transit overlay district, with well integrated land use and transportation performance.
5. Continue to evolve Eastgate's transportation infrastructure to a high performing, multi-modal system, including coordinating with service providers on increased transit service to the area.
6. Increase connectivity across the Eastgate corridor, addressing the area's numerous barriers such as its limited street and non-motorized (both pedestrian and bicycle) network, and stand-alone developments.
7. Model environmental sustainability in planning for Eastgate's future, so that future plans for the area produce measurable environmental benefits.
8. Improve the Eastgate Corridor's urban design quality and coherence, recognizing the area as a major City gateway and prominent location on the Mountain to Sound Greenway.
9. Work to improve the performance of state facilities in the area – I-90 and its access points—which today create major issues for the City's land use and arterial system.

These principles provided invaluable guidance in the CAC's work, helping inform the planning process and ensuring a successful and realistic product.

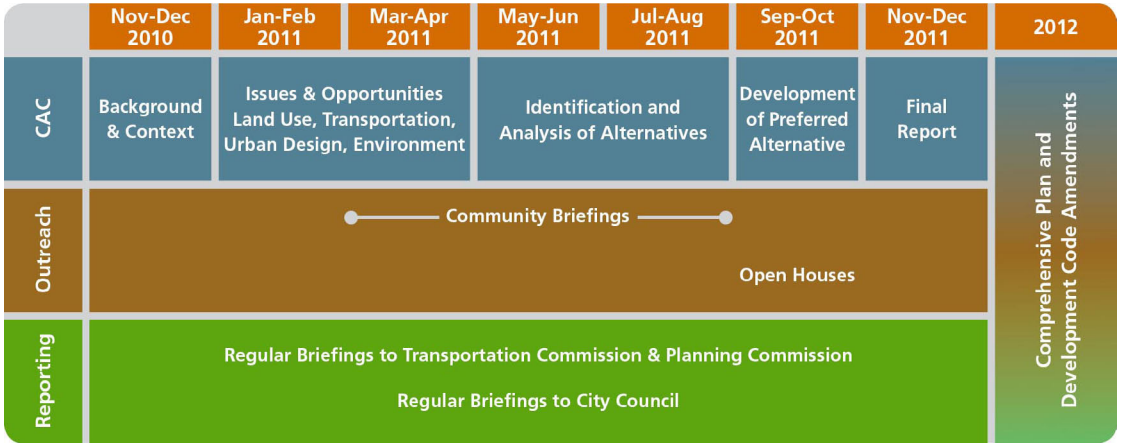


5 *I-90 office park*

Planning Process

In February 2010, the City Council initiated the Eastgate/I-90 Land Use & Transportation Project with the approval of the study area boundaries, a project scope, and a set of project principles. In October 2010, City Council appointed a Citizen Advisory Committee (CAC), made up of members of City Boards and Commissions, study area stakeholders, and residents from the surrounding community to guide City staff and make recommendations to City Council. In the intervening months (February – October 2010), City staff and consultants (the "Design Team") prepared a "Preliminary Screening Analysis" of existing and potential future traffic conditions, completed a market analysis to determine "Development Opportunities in the Eastgate/I-90 Corridor," developed an inventory of existing conditions in the corridor, and began public outreach efforts. This advance preparation allowed the CAC to begin its work immediately upon appointment.

The CAC met over the course of a year-and-a-half, during which time they reviewed background information, became familiar with the existing conditions in the study area, took public input, attended public open houses, developed evaluation criteria, and identified possibilities (see figure 6). With the help of the design team the CAC developed three draft "action" land use and transportation alternatives and one "no action" alternative. The No Action Alternative examined how the study area would likely develop over the next 20 years if no



6 *Project timeline.*

Comprehensive Plan, Land Use Code, or Zoning Map changes are made, while the three action alternatives looked at potential development based on three foci: a transit-oriented mix of jobs and housing, an office/employment emphasis, and modest functional improvements. The design team helped identify and analyze the potential opportunities and consequences of each, and open house and survey participants provided input.

The draft alternatives were analyzed against the Council Principles and the evaluation criteria developed by the CAC to determine the strengths and weaknesses of each. Ultimately, the CAC developed a preliminary preferred alternative that borrowed elements from each of the draft alternatives. The preliminary preferred alternative was refined into a preferred alternative, which is the plan embodied in this report. It accommodates continued office growth, introduces a modest amount of residential use into the area, and strengthens and enhances existing retail uses and provides opportunities for additional retail and service uses. This report develops the preferred alternative into a clear vision and shows the actions needed to reach it (see Chapter 5 - **Implementation**).

ENVIRONMENTAL APPROACH

This project was informed by environmental considerations using the "Integrated SEPA/GMA" process authorized by WAC 197-11-210 for compliance with the State Environmental Policy Act (SEPA). This process ensured early consideration of environmental issues, and helped inform the development of the draft alternatives and ultimately the preferred alternative. Throughout the project, public

input was sought on environmental issues, through such measures as open houses, online questionnaires, stakeholder interviews, presentations to interest groups, and public comment opportunities at CAC meetings.

As part of the evaluation of the No Action and three draft Action alternatives, each alternative was assessed against environmental topics identified by SEPA, leading to the production of an Environmental Review Report (ERR). The ERR was helpful in the development of the preferred alternative. Additional environmental analysis will occur at future project stages, including when new development occurs in the study area

PUBLIC OUTREACH

Throughout the project, City staff has engaged the public to provide input on early draft alternatives and ultimately the preferred alternative. Through the CAC meetings, several public open houses, online surveys, stakeholder interviews, presentations to interest groups, and website updates, staff has heard desires and concerns of employers, employees, and residents in and around the study area.

SPRING 2010 OPEN HOUSES AND SURVEY

More than 100 people attended the first public open house meetings of the Eastgate/I-90 Land Use Transportation Project, held on March 31 at both the Robinswood House Cabana and Eastgate Elementary School (see figure 7). Participants expressed a desire for an approach to land use and transportation planning that retains and enhances neighborhood-oriented services, preserves the environment, and improves travel conditions for all road users.

406 people participated in an online survey in March and April 2010 (see figures 8,9 and 10). In general, people use the area to work, shop, dine, and live. Participants like convenient access to local and regional destinations provided by I-90/I-405; shopping choices; and a diverse, friendly community with well-maintained facilities (e.g, parks, trails, recreation).

Problematic issues identified by participants include traffic congestion delay, noise, and safety; lack of a high quality and visually pleasing experience at shops, restaurants, and grocery stores; and a lack of sidewalk and bicycle facilities and transit services. Most-needed land use improvements include outdoor green spaces, parks, and playgrounds; restaurants and coffee shops; and environmental preservation. The transportation issues of most concern included I-90 interchanges, the local street system, and the pedestrian system. Other comments addressed improved mobility, a healthy and sustainable environment, and economic growth and competitiveness.

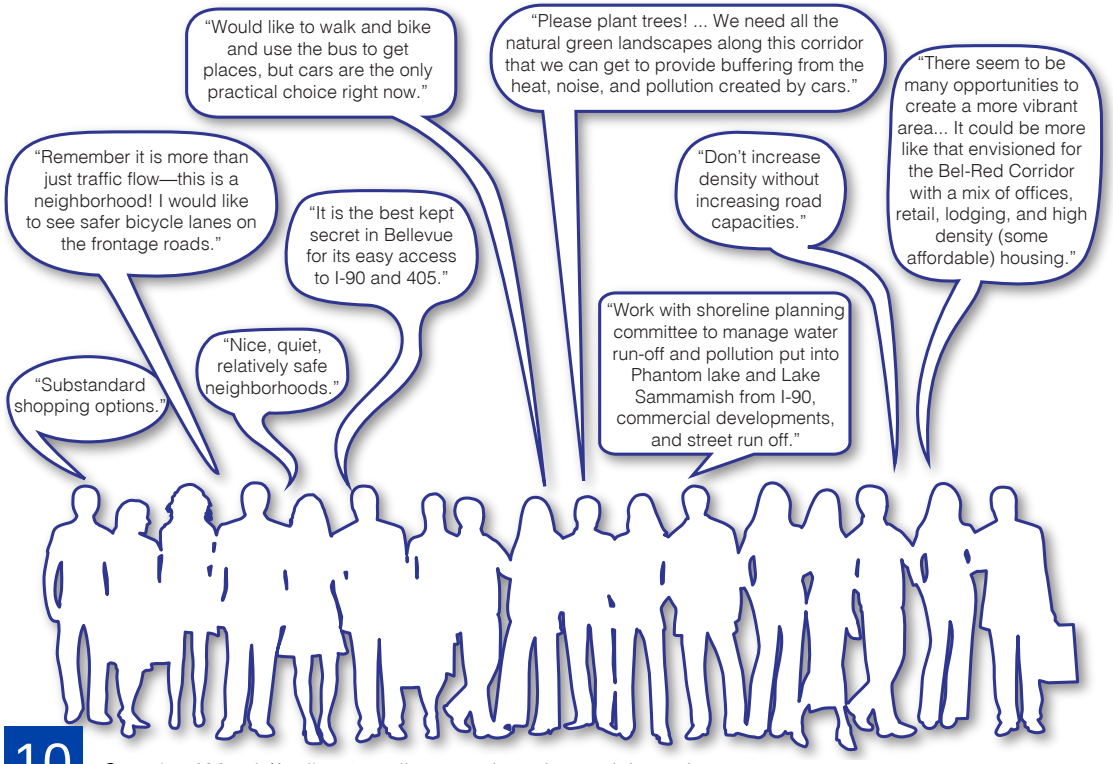
SUMMER 2010 ECONOMIC DEVELOPMENT FORUM

In July 2010, approximately 40 business representatives, property owners, developers, and real estate professionals attended the Eastgate/I-90 Economic Development Forum. Participants saw easy access to freeways, reasonably-priced housing, lower rents, and access to Bellevue College as drivers of development, and the auto-oriented nature and lack of services as opportunities for improvements. Transit-oriented development with higher densities was supported, especially office and mixed-used residential with retail stores and services integrated into

7 *Robinswood House and Eastgate Elementary open houses*

8 *Elements people liked about Eastgate. Words are scaled in size based on their frequency of occurrence in the questionnaire responses.*

9 *Elements people did not like about Eastgate. Words are scaled in size based on their frequency of occurrence in the questionnaire responses.*



10 *Sample of March/April 2010 online questionnaire participants' comments*

neighborhood centers. Participants showed widespread support for greening the area and upgrading its aesthetic quality, but were divided on what a parking/pedestrian environment balance might be. They saw the barrier created by the freeway, high land costs, lack of demand after office hours, and shopper preference for lifestyle centers rather than strip malls as challenges to viable retail. Regarding transportation, participants agreed that pedestrian and bicycle needs should be a priority. Addressing traffic congestion and directional signage were other suggestions.

SPRING 2011 VISUAL PREFERENCE SURVEY

From February to March 2011, 273 people responded to an online visual preference survey, rating images of different types of buildings, streetscapes, signs, parking areas, freeway treatments, and bike lanes. Respondents showed a desire for greenery, plenty of windows, medium height (around 5 stories), pedestrian-friendly walkways around buildings, articulated facades, simple signs advertising only one business per sign, bike paths and sidewalks separated from motorists.

SUMMER 2011 OPEN HOUSES AND ONLINE SURVEY

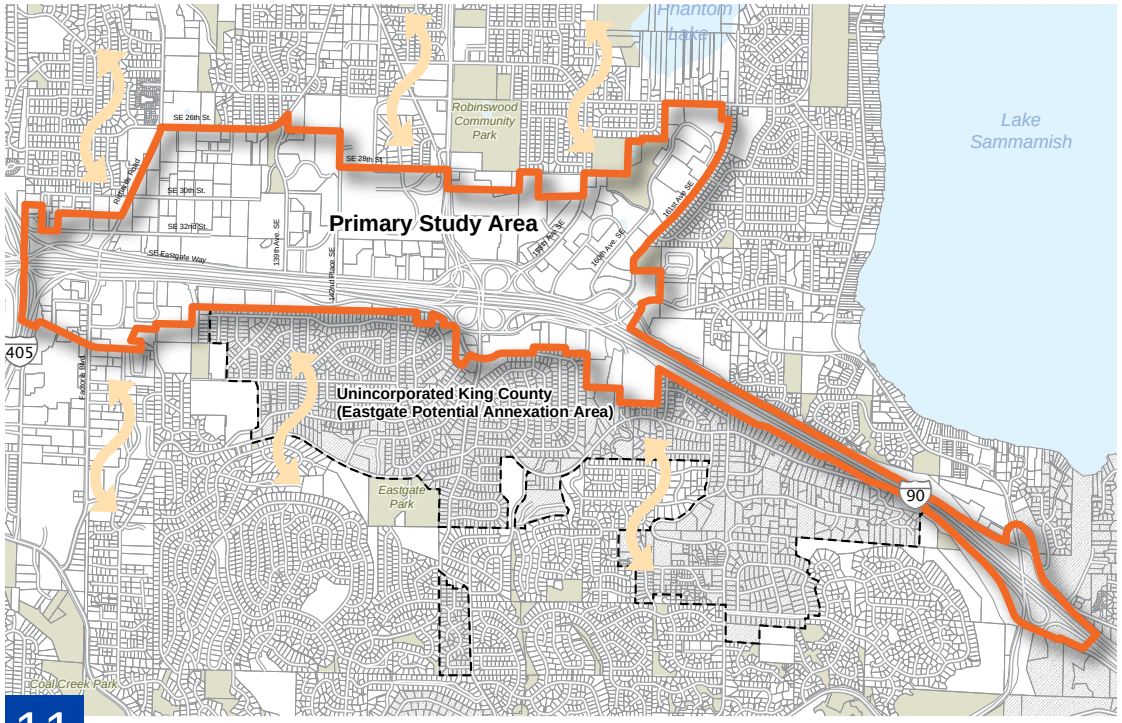
Two public open houses were held June 1, 2011, again at Robinswood House Cabana and Eastgate Elementary School, for participants to evaluate early planning options. Though the open houses were lightly attended, the draft alternatives presented were generally well received. Attendees seemed pleased that attention is being given to improve the corridor.

A survey providing the no action and three action alternatives and soliciting additional

input was online during June. Nearly 40 people commented on what they liked, disliked, or thought was missing for each alternative. See the Draft Alternatives Survey Summary Report for full results.

FALL 2011 OPEN HOUSE

A final public open house was held October 18, 2012 at Robinswood House Cabana, to gather public feedback on what had emerged as the Preliminary Preferred Alternative. Feedback was positive, though residents repeated concerns that focused primarily on traffic. Several comments were made about the need to establish a sense of place and improve the corridor character. One individual questioned the need for this project, and another expressed concern about the possible impact of residential development on the school districts.



11 *Study area*

Eastgate/I-90 Background

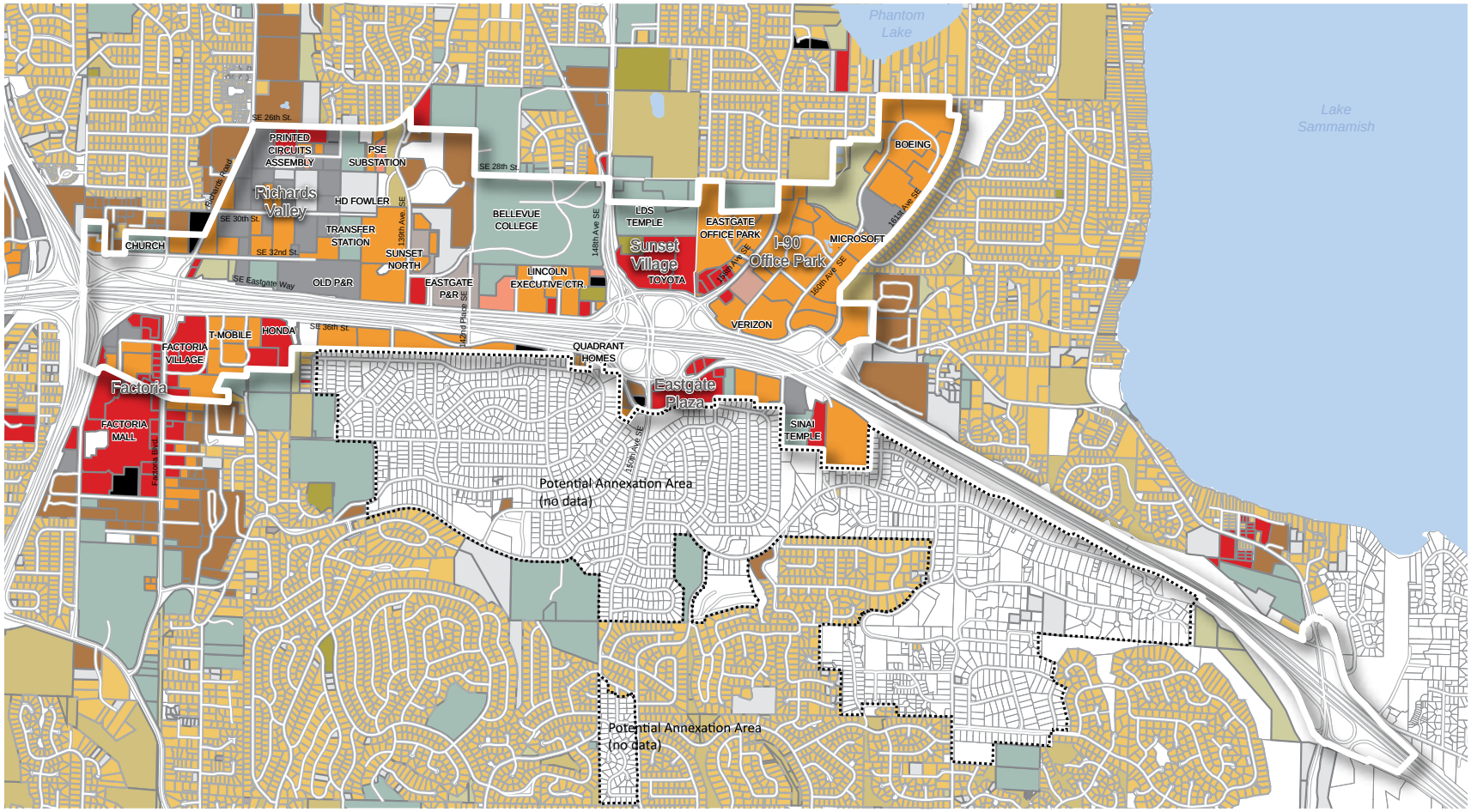
ROLE IN CITY AND REGION

The Eastgate/I-90 study area is located in the south central part of the City of Bellevue. It contains one of Bellevue's major employment centers and provides jobs for nearly one-fifth of the City's total workforce. The area is a gateway into Bellevue from the east, and the neighborhoods nearby rely on it for convenient access to education, mobility, and services.

LAND USE

Commercial, office, institutional, and light industrial uses are the primary land uses along the corridor (see figure 12). Major activity clusters include:

- **Richards Valley**, in the northwest of the study area, supports warehousing, office, and light industrial uses while protecting sensitive natural areas.
- **Factoria** to the southwest is a commercial center, containing the Factoria Village shopping center with a grocery and neighborhood-serving retail, and other commercial and office uses, such as T-Mobile office buildings and a Honda dealership. The Factoria Mall is just south of the study area.
- **Office buildings and complexes** front much of both sides of I-90, and also cluster in the I-90 Office Park in the northeast portion of the study area.


Phantom Lake
Lake Sammamish
SE 26th St.
PRINTED CIRCUITS ASSEMBLY
PSE SUBSTATION
SE 28th St.
Richards Valley
Richards Road
HD FOWLER
SE 30th St.
TRANSFER STATION
SUNSET NORTH
BELLEVUE COLLEGE
LDS TEMPLE
EASTGATE OFFICE PARK
BOEING
MICROSOFT
I-90 Office Park
Sunset Village
TOYOTA
CHURCH
SE 32nd St.
SE Eastgate Way
OLD P&R
EASTGATE P&R
LINCOLN EXECUTIVE CTR.
VERIZON
T-MOBILE
HONDA
SE 36th St.
FACTORIA VILLAGE
QUADRANT HOMES
Factoria
Eastgate Plaza
FACTORIA MALL
SINAI TEMPLE
Potential Annexation Area (no data)
Potential Annexation Area (no data)
Land Use
Commercial
Office
Institutional/Government
Hotel/Motel
Industrial
Multi-Family
Single Family
Mixed Use
Open Use
Park
Recreation
Parking
Vacant
Miscellaneous
0 500 1,000 2,000 3,000 4,000
Feet

12 *Land use*

- The **Eastgate Park and Ride** is served by Sound Transit's regional express busses and is central to the study area.
- **Bellevue College**, just northeast of the Park and Ride, is a large institutional use, along with the LDS church north of Sunset Village.
- **Sunset Village** is a retail center north of the Eastgate interchange that houses Toyota and Volkswagen/Subaru auto dealerships and some restaurants.
- **Eastgate Plaza** in the southeast portion of the study area provides long-standing neighborhood services, such as a grocery and restaurants.

ZONING

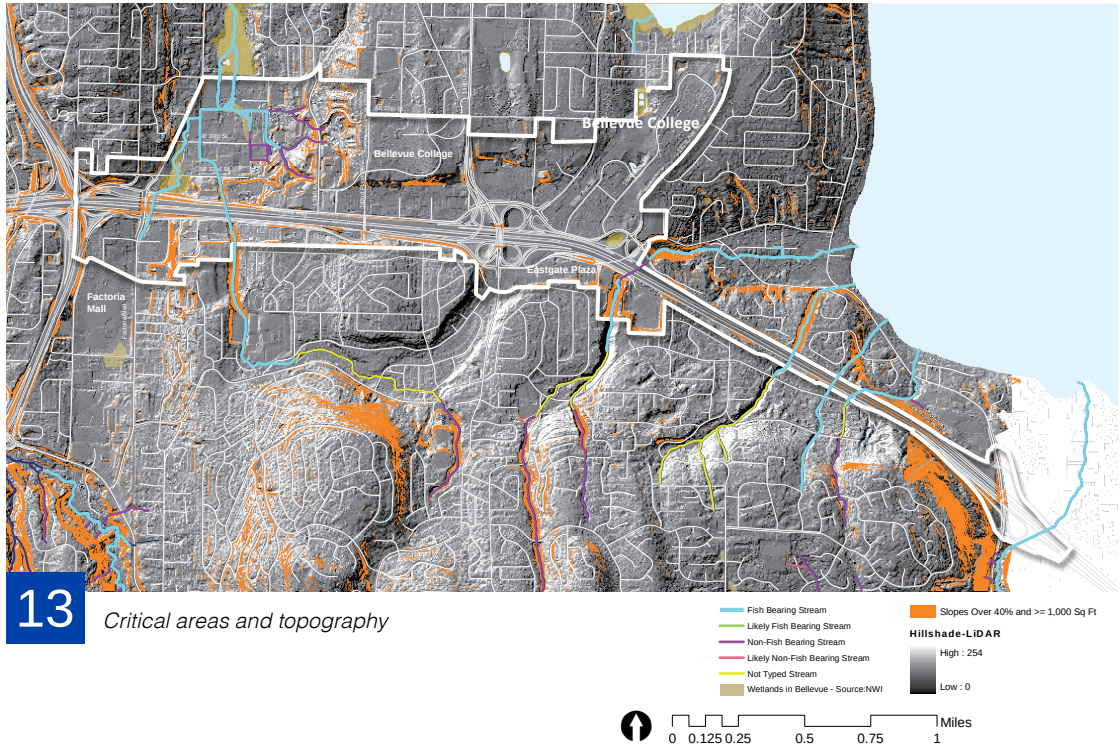
The predominant land use district is **Office Limited Business** (OLB), which allows for office, hotel and some limited retail uses. Factoria Village, Sunset Village, and Eastgate Plaza are zoned **Community Business** (CB), which allows for a wide range of commercial, retail, residential, and office uses. **Light Industrial** (LI) zones are mostly found in Richards Valley and accommodate light industrial, manufacturing, warehouse, wholesale trade, utility, and limited retail and office uses. Limited **Residential** (R-5, R-10), **General Commercial** (GC), **Neighborhood Business** (NB), **Office** (O), **Office Limited Business - Open Space** (OLB-OS), **Factoria 2** (F-2), and **Factoria 3** (F-3) zoning exists in the corridor.

ENVIRONMENT

Richards, Sunset, and East Creeks run through Richards Valley; Vasa Creek flows under I-90 near the 161st Ave SE interchange; and four other creeks cross I-90 closer to the Lakemont Interchange. All of these, except a few parts of East Creek and a small section of Vasa Creek, are fish habitats. Impervious surfaces and modifications to the natural channels and other development impacts have contributed to poor riparian conditions, water quality problems, and limited habitat access (Kerwin 2001).

Wetlands around Richards Creek and East Creek link to a larger wetland stream complex north of Kamber Road. Smaller wetlands are found on the proposed Bellevue Airfield Park site and in the I-90 right-of-way, and others may exist. Critical areas in Richards Valley are subject to existing City regulations to protect riparian corridors, floodplains, wetlands, and steep slopes.

The area's topography (see figure 13) is typical of Puget Sound lowlands, with streams carving ravines to lower waters. Notable steep slopes are found west and south of Bellevue College,



13 *Critical areas and topography*

14 *Existing urban design examples showing shopping centers, office complexes, and light industrial buildings*

north of Sunset Village, along SE 36th Street, west of 150th Avenue SE, and on the northwest side of the proposed Boeing Airfield Park. The steep topography hinders walkability but also provides unique view corridors (e.g., views to Olympics from Eastgate Park-and-Ride and Bellevue College).

URBAN DESIGN

Isolated, single-use, low-density, fairly pedestrian- and transit-unfriendly clusters of development are common in the study area. Figure 14 provides examples of the urban design that has evolved in the corridor. An urban environment supportive of walking and social gathering is limited by a number of factors:

- Few streets continue through the entire area.
- There is little hierarchy to the street and sidewalk system.
- Pedestrian facilities are located on uncomfortable high-volume, high-speed roads.
- Blocks are large and do not offer direct or alternative routes.
- Wetlands, steep slopes, and I-90 obstruct walking routes.
- Large parking lots between the street and buildings in shopping sites create access, comfort, and safety issues.
- Office complexes and shopping centers, built from the 1960s to 1980s on large lots were designed with limited visual and physical connections to the street, surrounding buildings, or transit, resulting in an isolated, disjointed development pattern.

ECONOMICS

The study area houses approximately 24,300 employees, representing about 17 percent of the City's overall employment (March 2009). Like downtown and citywide, the majority of Eastgate's employment is within the service sector. Eastgate has a much higher proportion of manufacturing employment compared to the rest of Bellevue, and a smaller proportion of retail and Finance, Insurance, and Real Estate (FIRE) employment. Figure 15 illustrates these proportions and compares Eastgate employment against downtown and the city. Overall, employment grew by over 12 percent since 2000, mostly in line with citywide and downtown trends, except from 2004 to 2006, when Eastgate saw much less growth than the city and especially downtown.

Office vacancy rates have seen an overall rise since 2007 to 16.4 percent for Class A and 14.2% for Class B in 2010, and industrial vacancy rates spiked in 2005 at 13.2% but have leveled out to around eight to nine percent since late 2009. In general, rental rates fell slowly as vacancy rates rose. However, the area's older building stock has helped attract and retain businesses requiring low-rent spaces, such as

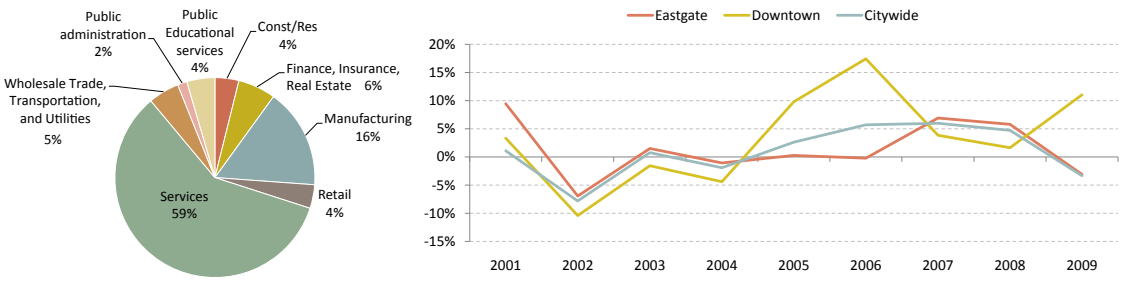
light industrial uses, immigrant businesses, non-profit cultural centers, and health clinics.

The planning team evaluated the development susceptibility of various sites by comparing the ratio of site improvements value to underlying land value. Based on this analysis, the following areas were estimated to be potentially redevelopable: the parcels around the old Park-and-Ride owned by King County, the Lincoln Executive Center area south of Bellevue College, the Eastgate Plaza area, and the Sunset Village area.

MARKET OPPORTUNITIES

As part of the preparatory work done in advance of the CAC's work, the City hired a consultant, Spinnaker Strategies, to undertake an analysis of market demand in the study area. The resulting report – "Development Opportunities in the Eastgate/I-90 Corridor" – presented several key findings that helped inform the alternatives developed by the CAC, including:

- Over the next 20 years there will likely be a market demand for up to 1.5 million square feet of office space, up to 200 new hotel rooms, and about 1,800 residential units.
- The area's proximity to the freeway system, and its convenient access to urban services, educational resources, and natural recreational amenities, makes it a highly desirable place to locate a business.
- Future changes to or intensification of land uses will face challenges, including environmental issues, embedded investment, established land use patterns, and limited road capacity.
- Richards Valley has the potential for adapting and changing existing buildings to attract start-up and research and development uses. It could mix newer tech companies with more traditional industrial functions, recreational uses, destination pubs and coffee houses, and educational and training facilities shared by industries and Bellevue College.
- Bellevue College has the potential for on-campus residential and retail development. Campus facilities such as a library or sports facility located close to the 148th Ave SE entrance could support up to 15,000 square feet of retail development.
- A few opportunities for office or hotel development exist throughout the study area. They include the area on and near the vacant King County/Metro site on Eastgate Way, the properties adjoining and east of the Eastgate park-and-ride, areas currently used for surface parking in and near the Eastgate/I-90 office park, and on the Trailers Inn RV park east of the Eastgate Plaza shopping center.
- Although outside the study area boundaries, the redevelopment of Factoria Mall and surrounding properties is important to keeping the corridor strong and competitive with urban centers like downtown Bellevue.
- To guide redevelopment at the neighborhood and site level, local plans that have a strong vision and that are coupled with infrastructure financing mechanisms are important. Flexible zoning is also an important tool, to be able to respond to different combinations of live, work, and shopping that might want to occur in any given place.



15 *(l) Eastgate employment by sector, (r) Percent change in covered employment (excludes all self-employed, proprietors, CEOs, and non-insured workers) within Eastgate, Downtown, and citywide from 2000 to 2009.*

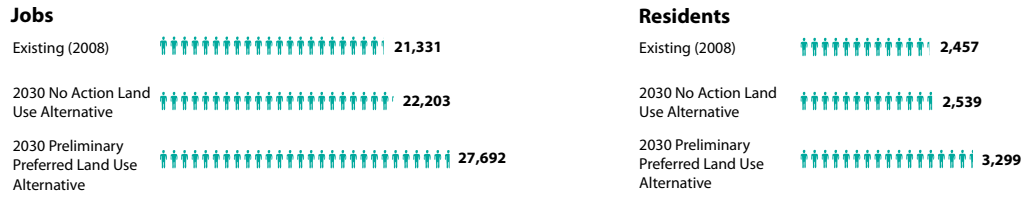
PARKS AND RECREATION

Sunset Park and SE 32nd Street Park are the only existing City-owned parks in the study area. Robinswood Community Park and Spiritridge Park are adjacent to the study area. Sunset, Robinswood, and Spiritridge Parks feature recreational opportunities such as tennis courts, children's play areas, and picnic areas, and SE 32nd Street Park offers open space and some walking trails. The City is planning "Bellevue Airfield Park" near the Boeing complex.

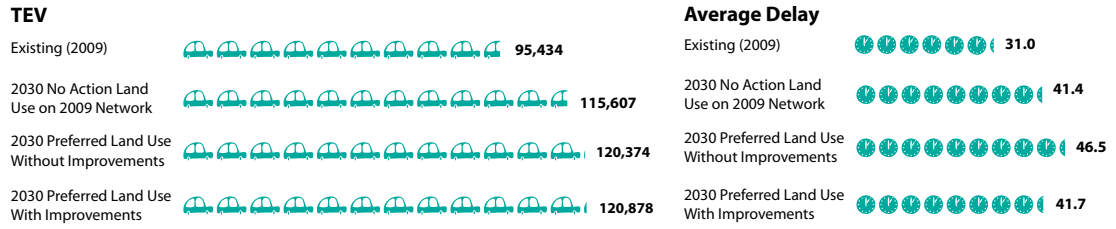
The Mountains to Sound Greenway, based on the idea of maintaining an accessible, linked landscape of forests, wildlife habitat and open spaces, stretches along 100 miles of I-90 from Seattle to Central Washington. The "Eastgate Gap" is one of a few missing links in this mostly completed trail. The City's Pedestrian and Bicycle Plan recognizes the proposed off-street bicycle route as a priority project.

TRANSPORTATION

The Eastgate area developed in an auto-oriented fashion because of its proximity to I-90. The area is now changing due to Bellevue College's expansion, increasing employment, establishment of a major transit facility, and improved transit service. Please see the Transportation Strategies Report for additional detail.



16 *Growth projection for jobs and residents for the Eastgate study area*



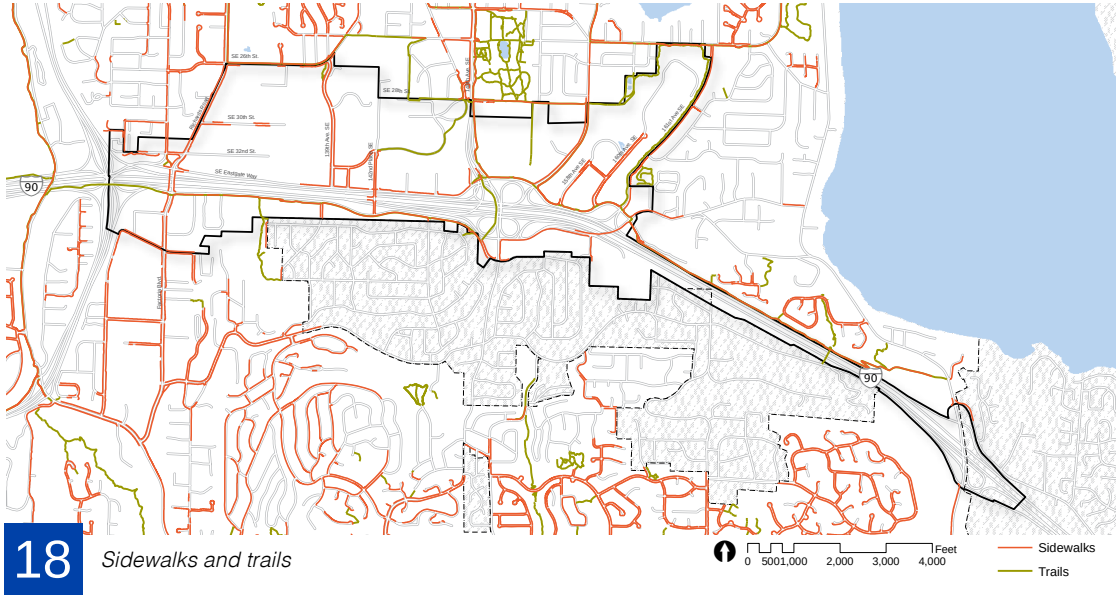
17 *Total Entering Volume (TEV) in PM peak hour and average delay (seconds/vehicle)*

Traffic Conditions

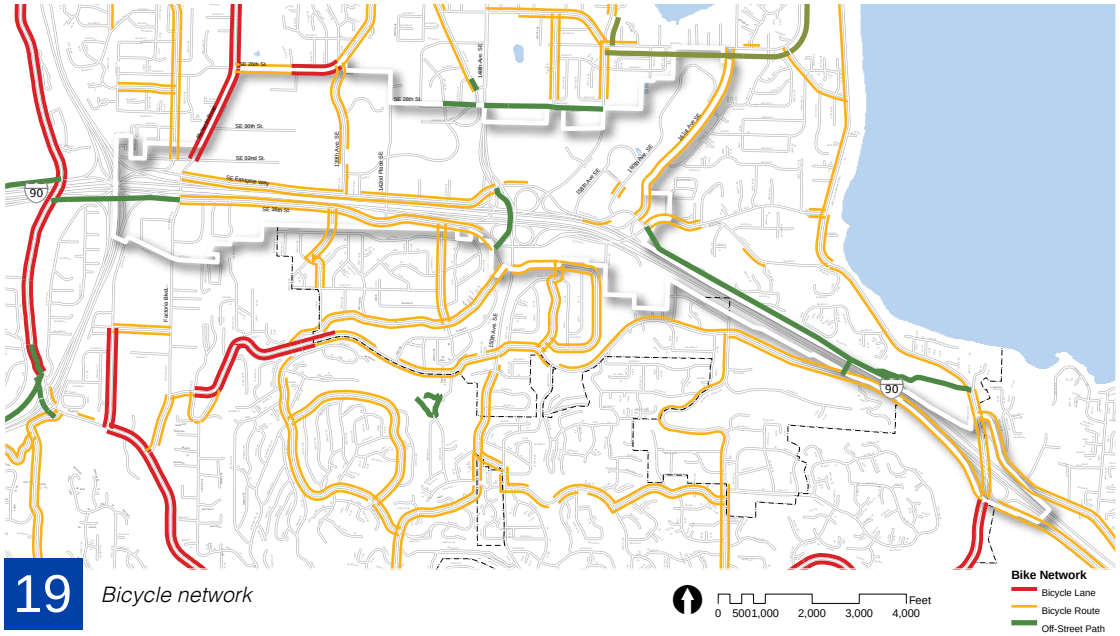
As more employees and residents are expected in Eastgate over the next 20 years, transportation demand will likely increase. Although there will be more people in the study area, the expected number of automobiles and wait times if this vision is implemented are not significantly different from projections showing no changes to the current system (see figures 16 and 17). This is due to the modest improvements that are proposed to support the land use vision, including improving traffic flow at critical intersections, improving transportation connectivity that better integrates with land use, improving the pedestrian and bicycle environment, and improving transit operations.

Pedestrian and Bicycle Facilities

11.5 miles of sidewalk, 6.5 miles of trails, 0.6 miles of off-street paths, 0.1 miles of bike lanes, and 4.5 miles of bike routes exist in the study area, with additions proposed in the Pedestrian and Bicycle Transportation Facility Plan and the Comprehensive Plan. The existing sidewalks have some barriers to ADA accessibility.



18 *Sidewalks and trails*

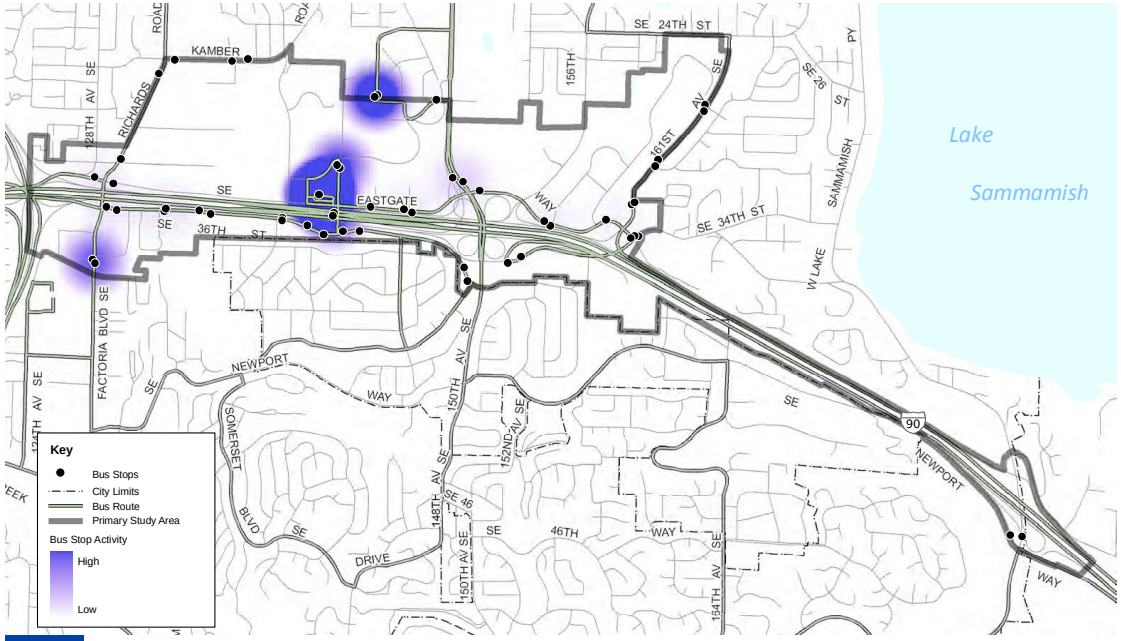


19 *Bicycle network*

Transit Facilities

King County Metro and Sound Transit provide twenty-one routes in the Eastgate area, that serve downtown Seattle, the University District, downtown Bellevue, South Bellevue, Issaquah, Medina, Mercer Island, Redmond, Kirkland, and other destinations.

The Eastgate area has seen dramatic increases in transit ridership since 2000. This is largely due to the 2004 expansion of the Eastgate Park-and-Ride.



20 *Existing bus stops*

21 *Sunset Office Park, Eastgate Park and Ride, Bellevue College (south edge), and Lincoln Executive Center*

3 Vision

Overview

Over the next 20 years, the Eastgate/I-90 corridor will experience many improvements that will focus, connect, and enhance the area. The most extensive and focused development will occur around the transit center/Bellevue College area (see figure 21) which will evolve into a walkable, bikable, transit-oriented, multi-use center where people work, live, shop, learn, and recreate. The integration of 1) the Eastgate transit center, 2) a cluster of mixed-use residential, retail, and office buildings around a new pedestrian-friendly main street, and

Increase office presence in corridor
- Change from light industrial to office
- Allow offices with ground floor service uses
- Provide visibility from I-90
- Enhance stream corridors and vegetated areas

Maintain light industrial area
- Mix flex-tech uses with existing light industrial uses
- Enhance stream corridors and vegetated areas

Seek open space opportunities
- Drainage pond presents opportunity for parklike setting

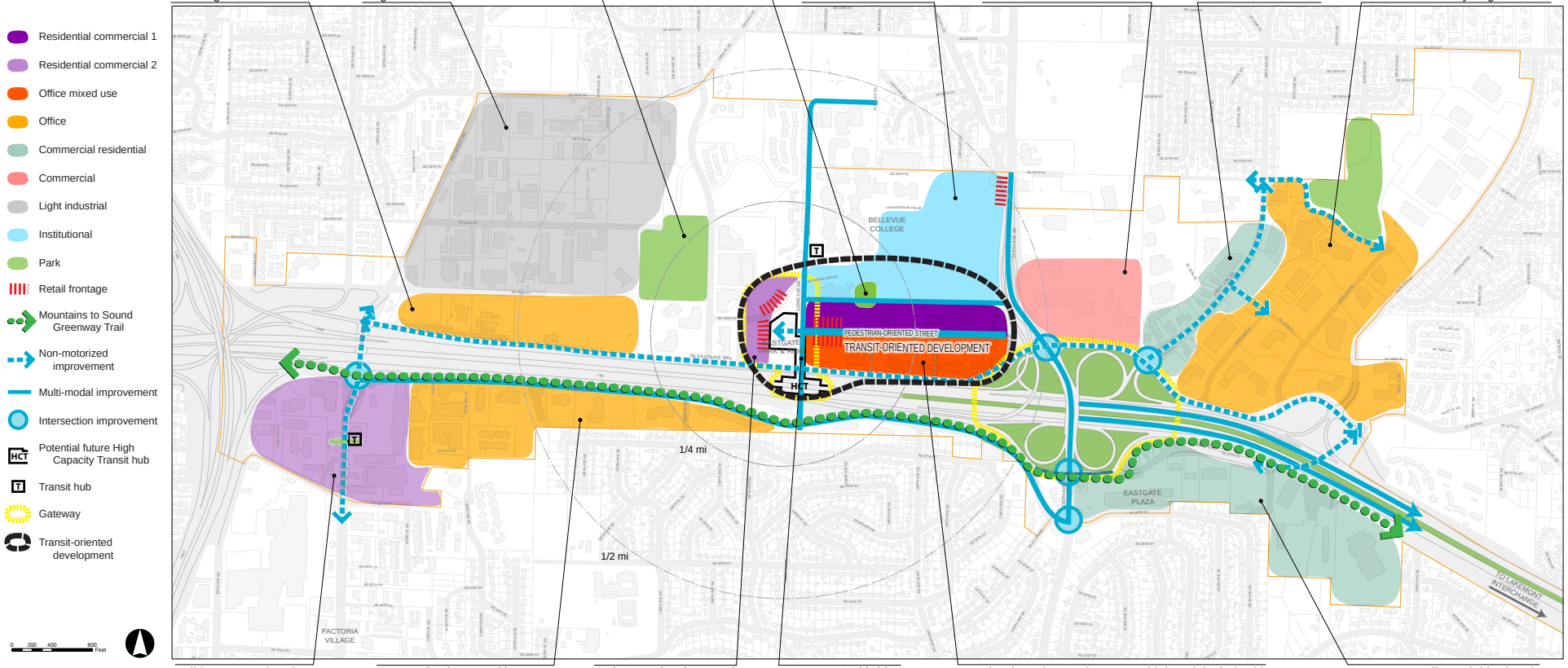
Add park/viewpoint
- Make use of views
- Aid hill climb
- Provide central meeting point

Increase Bellevue College presence and connections with surrounding community
- Allow institutional, retail, and residential
- 148th entrance could be anchored by institutional mixed use

Protect existing retail and make use of freeway exposure
- Allow office, retail, and service uses
- Protect existing retail
- Allow auto sales
- Office uses should include ground-floor retail, especially restaurants

Provide retail services for nearby offices and neighborhoods
- Allow retail with upper floor residential or office
- Improve pedestrian connections to nearby office uses

Provide higher quality office environment
- Allow additional office development
- Allow retail and service uses on ground floor
- Ensure new development addresses Phantom Lake water quality/quantity concerns and other concerns of nearby neighborhoods



Build on "Factoria Urban Village Concept"; utilize existing retail and transit
- Allow retail, hotel, office, residential
- Emphasize transit focus with enhance pedestrian environment along Factoria Blvd
- Include amenities with new development

Support business and increase office presence
- Allow increased office development
- Continue to allow auto sales
- Allow retail and service uses on ground floor
- Allow residential away from highway, in western portion
- Maintain office emphasis in eastern portion

Activate and make use of transit center
- Encourage multiple uses (office, retail, and residential)
- Emphasize transit focus with ground floor retail fronting Park & Ride

Improve 142nd bridge
- Improve bridge for pedestrians and current transit operations to/through Bellevue College
- Serve as gateway element

Transit-oriented core of Eastgate; high-activity hub with connections to Bellevue College
- Allow higher density to form Eastgate's central focal point
- Incorporate mixed uses (retail, residential, office, institutional) to create high activity hub
- Emphasize transit focus with enhanced pedestrian connectivity
- Provide terraced hill-side park for public gathering space
- Connect Bellevue College to southerly properties across steep slope
- Orient buildings to street grid
- Provide vertical access between 142nd bridge and ground level
- Encourage residential with ground floor retail on northern portion

Serve surrounding neighborhoods
- Emphasize neighborhood services (e.g., library, clinic, grocery)
- Allow retail, residential uses
- Allow office, hotel in east portion
- Limit building heights to be sensitive to single family neighborhood

MAKERS

Eastgate/I-90 Land Use & Transportation Project

Preferred Alternative

22 *Land use and transportation actions to support this vision, see Appendix A for a larger version.*

3) a more visually and institutionally prominent Bellevue College will create a vibrant urban neighborhood that enhances all of the center's components.

Other commercial areas and surrounding neighborhoods will be better connected by transit, pedestrian paths, bike routes, street improvements, and the Mountains to Sound Greenway (MTSG) Trail. The "city in a park" visual character will be reinforced by natural landscaping in the I-90 right-of-way, welcoming westward travelers into Bellevue, and plants and green features included with general redevelopment. Improved amenities and retail services will enhance conditions for workers and local residents. Finally, Eastgate will continue to perform as one of Bellevue's primary economic engines, by providing opportunities for a wide variety of enterprises. These actions are outlined in figure 22 and **Appendix A** (a larger version of figure 22).

What the Vision Embodies

Early in the planning process, the CAC developed criteria to both evaluate strengths and weaknesses of draft alternatives, and to identify desired outcomes. Used in conjunction with the Council principles, these criteria ensure that the recommended plan, as a whole, reflects or supports the following themes:

MARKET FEASIBILITY

- Promotes private investment; provides meaningful opportunities for development or redevelopment
- Meets market needs; is grounded in economic realities

ECONOMIC DEVELOPMENT

- Helps maintain Bellevue's economic diversity; ensures that Eastgate will play an important role in the overall economic mix of the city and the region
- Accommodates a balance of uses that contribute to the corridor's economic vitality and marketability
- Capitalizes on characteristics and growth opportunities unique to the Eastgate/I-90 corridor
- Provides opportunities for education, work force development, and job creation through partnerships between Bellevue College and area businesses

COMPATIBILITY WITH ADJACENT NEIGHBORHOODS

- Promotes Eastgate's role in providing neighborhood services for nearby residential and commercial neighborhoods
- Provides for an appropriate transition between Eastgate and adjacent neighborhoods; respects and preserves the character of those neighborhoods.

ENVIRONMENTAL QUALITY/ SUSTAINABILITY

- Produces measurable environmental benefits compared to no action (e.g. reduced GHG emissions)
- Protects or improves sensitive natural features
- Provides opportunities to integrate the natural and built environment
- Improves the environment for public health as compared to no action
- Promotes sustainable design solutions throughout the overall study area (e.g., LEED, Built Green, Energy Smart)

CORRIDOR CHARACTER

- Creates a sense of arrival or corridor gateway
- Promotes a legible character and sense of place; enhances unity through design, transportation system treatments, or other techniques
- Improves the beauty and aesthetics of the Eastgate area
- Provides an appropriate scale of development

PARKS, OPEN SPACE, AND RECREATION

- Integrates parks and open space with land use, and capitalizes on the corridor's location on the Mountains-to-Sound Greenway Trail

- Promotes health, fitness, and life enjoyment through a variety of public and private open spaces, amenities, facilities, and/or passive and active recreation opportunities

INTEGRATION OF TRANSPORTATION AND LAND USE

- Land use is well suited to regional and local access and circulation patterns; can be accommodated without degrading mobility in other parts of the city
- Land use reduces Vehicle Miles Travelled and dependency on single-occupant vehicles
- Promotes opportunities for mixed-use, housing, and transit-oriented development to improve the land use/transportation mix
- Planned transportation system supports the planned land uses
- Includes or anticipates multi-modal transportation solutions (transit (including high-capacity transit), pedestrians, bicycles in addition to private vehicles)

FISCAL FEASIBILITY

- Can be accomplished with both public and private investments in transportation and other infrastructure
- Positions the corridor to attract and leverage investment from other public and private sources and to capture opportunities that might arise from improved future economic conditions

Partnerships

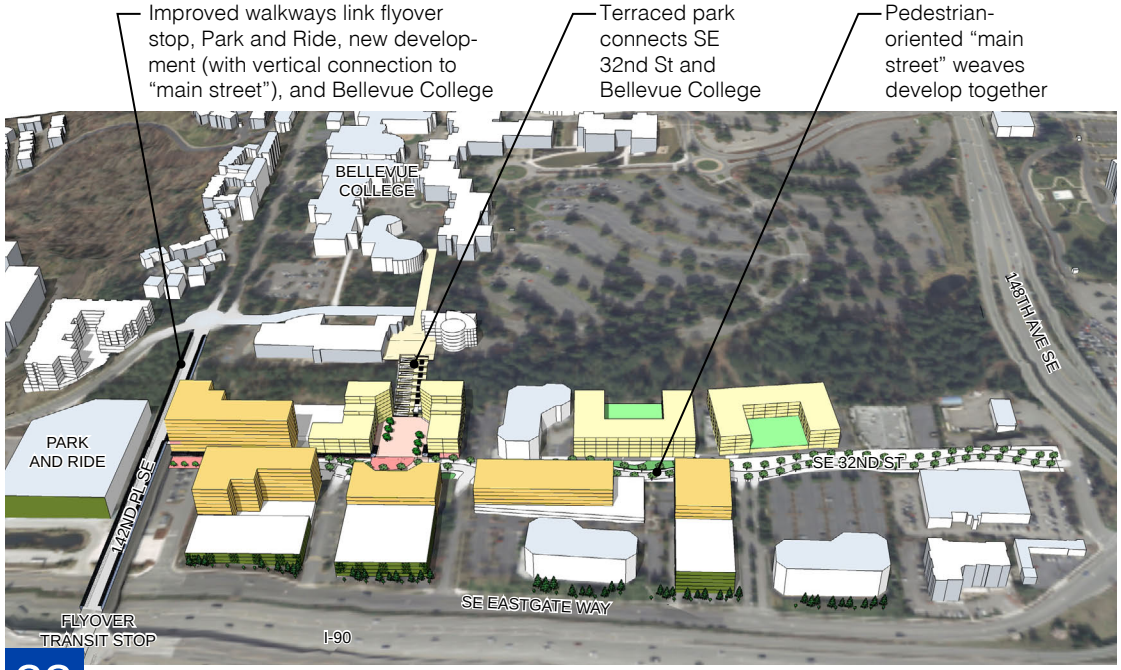
- Provides opportunities for partnerships in implementing desired land use (e.g. with State of Washington, Bellevue College, Mountains-to-Sound Greenway, private sector, others)
- Provides opportunities for partnerships in transportation solutions (e.g. with WSDOT, Metro, private sector, others)

These themes are woven into the different aspects of the recommended plan. The land use, transportation, and city-in-a-park character concepts summarized below build upon these themes to create a diverse yet integrated vision for the corridor.

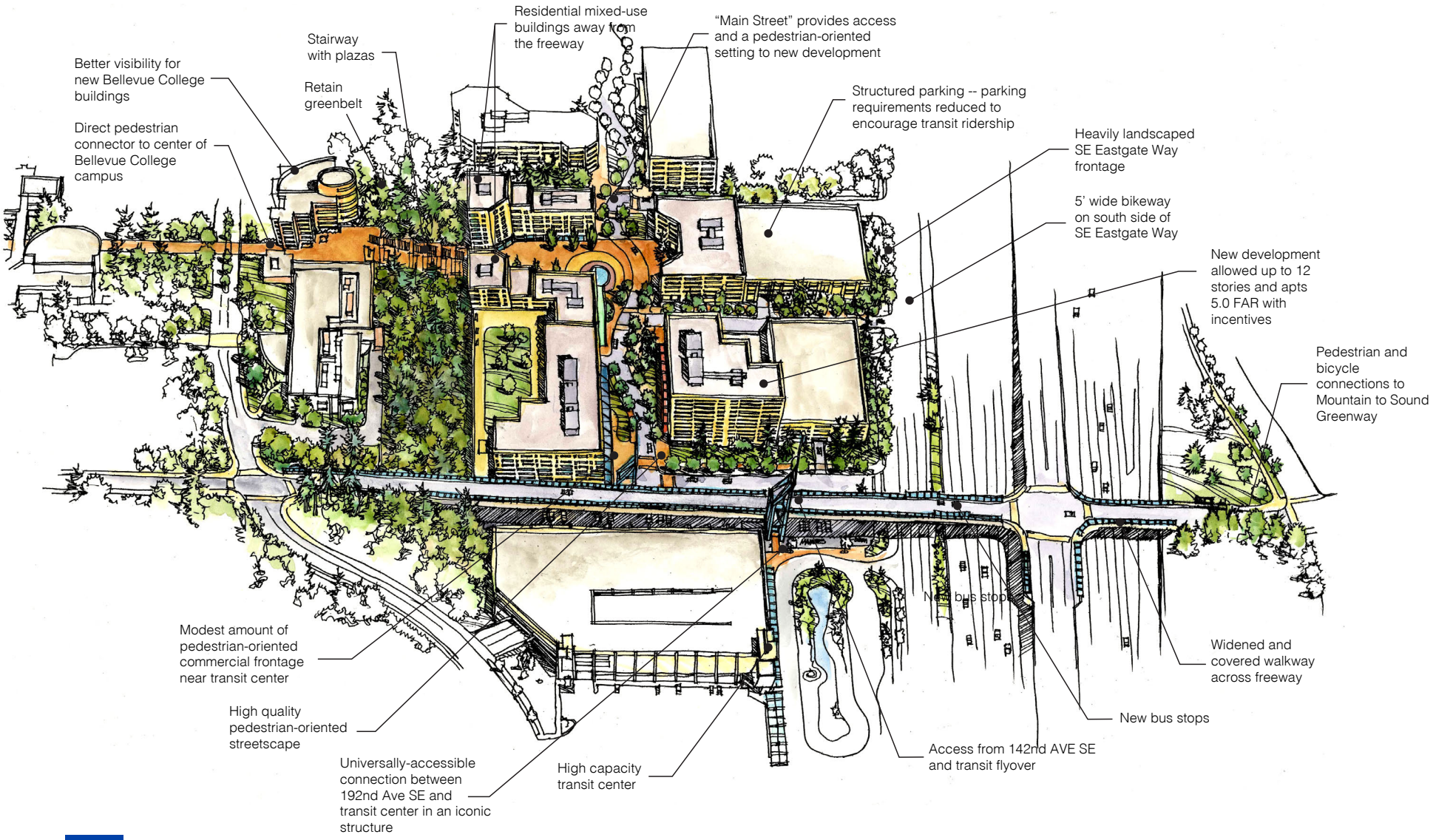
Land Use Concept

TRANSIT-ORIENTED DEVELOPMENT CENTER

The major transformative opportunity in the corridor is to combine the Park-and-Ride, the Lincoln Executive Center site, surrounding parcels, and Bellevue College campus in a viable mixed-use, pedestrian-oriented activity center (see figures 23 and 24). This is because land is available for redevelopment at the



23 *Transit, mixed-use development, and Bellevue Community College.*

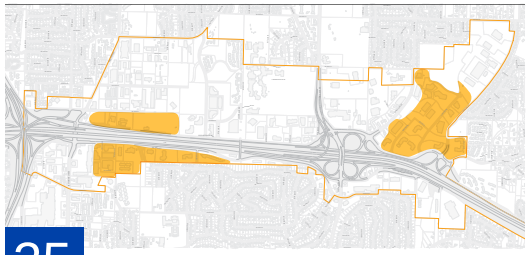


24 *Transit-oriented development center: land use and urban design features*

Lincoln Executive Center; access to transit, jobs, and Bellevue College is convenient from this locale; the area is central within Eastgate; and other areas in the corridor are largely developed with stable businesses and relatively new facilities. Although the major land use and transportation focus is on this hub, it does not preclude development in other areas. Market studies show that introducing dense housing with a mix of office, institutional, and associated commercial services (e.g., coffee shops, convenience services, restaurants, etc.) could feasibly form Eastgate's central focal point and gateway.

The envisioned redevelopment concept features a new east-west "main street" with active ground floor retail and community gathering spaces between the Lincoln Executive Center buildings and the Park-and-Ride. New, more intense development, with mostly residential buildings to the north of the main street and office buildings to the south, provide the people needed to support transit and retail. A terraced hillside park also stitches the mixed use development to the campus above, aids with the hill climb, makes use of views from the higher elevation, and provides a public gathering and resting space for the hub. New development west and northwest of the Park-and-Ride supports the core with additional housing, office, and retail space.

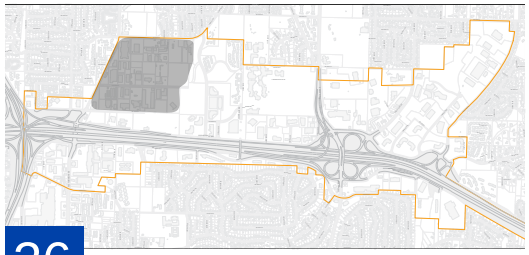
OFFICE FOCUS



25 *Office land uses*

The existing patterns of office development, such as the Boeing, Microsoft, Verizon, Sunset North, and T-Mobile complexes are expected to remain, possibly with some infill (see figure 25). Market studies indicate that there is demand for additional office space in the Eastgate area, and this vision sees much of that developing in the transit-oriented core in the next 20 years.

RETENTION OF INDUSTRIAL LANDS



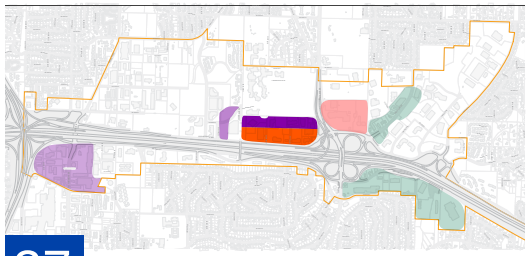
26 *Industrial land uses*

West of the central core, Richards Valley remains an important light industrial site for Bellevue (see figure 26). Flex-tech and research and development uses are allowed at a higher intensity to more efficiently use the land, provide needed industrial space for Bellevue, support transit, and forge connections between Bellevue College and technology-oriented businesses in Richards Valley. Overcoming challenges posed by natural environmental features is key to accommodating new development. At the same time, those conditions offer good opportunities for enhancement of environmental conditions.

BELLEVUE COLLEGE EVOLUTION

The preferred alternative recognizes that Bellevue College will continue to grow and evolve, and encourages that growth to occur in a manner that relates physically and functionally to surrounding uses. By anchoring the 148th Ave SE entrance with institutional (college) related uses supported by retail and service uses, and by working in concert with the future Transit-Oriented Development Center to create physical connections and perhaps functional partnerships, Bellevue College can develop a more externally-oriented physical presence and gain visibility from I-90. In addition, opportunities exist for Bellevue College to partner with surrounding office uses and technology-oriented businesses in Richards Valley for the purpose of workforce development.

EXPANSION OF SUPPORT RETAIL AND SERVICES



27 *Retail and services land uses*

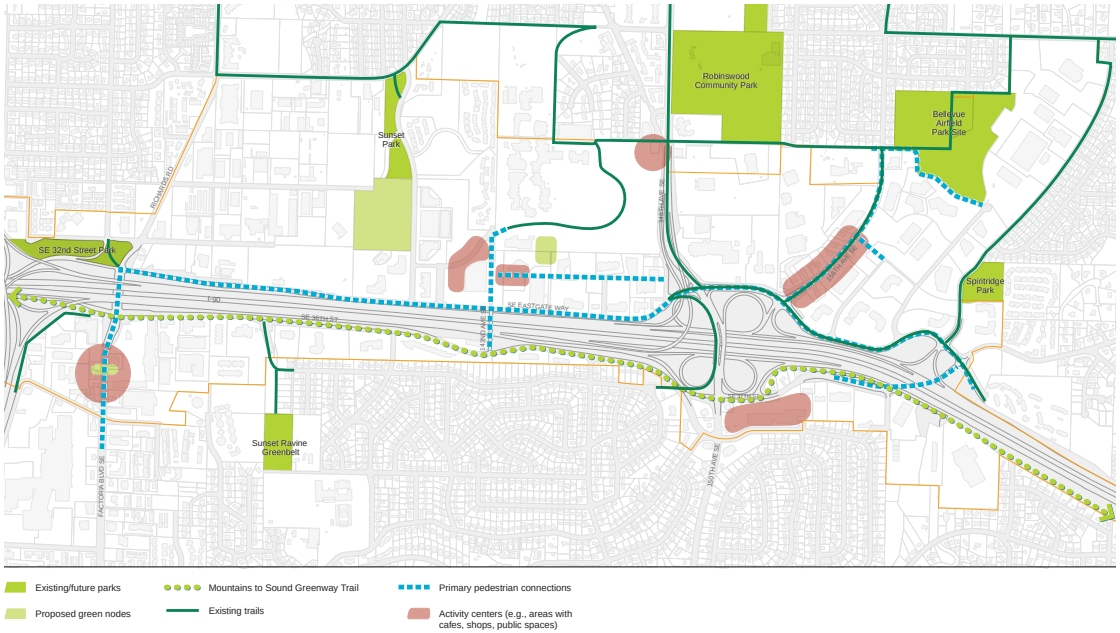
Existing retail at Factoria Village, Sunset Village, Eastgate Plaza, and the 156th Avenue SE corridor is preserved and enhanced. Additional retail and services (e.g., restaurant, library, clinic, and grocery) are encouraged at Eastgate Plaza to support the surrounding neighborhoods and new residents in the core. While existing auto dealerships may remain, those that choose to relocate are replaced primarily by office uses with support retail and service uses mixed in. Throughout the corridor, restrictions on retail uses in office developments are eased to allow a greater mixing of these uses and to make these support uses more accessible to places of employment. See figure 27 for areas with a retail focus.

ENVIRONMENTAL SENSITIVITY

Any redevelopment in Eastgate enhances and calls attention to ecological systems. It especially attends to stream and vegetation corridors in Richards Valley and drainage to Phantom Lake in the I-90 office park. Street and I-90 right-of-way improvements include natural drainage systems and trees. The overall concept supports a walkable and bikable neighborhood that requires less automobile driving, thus reducing pollution and benefiting human health by encouraging an active lifestyle.

PARKS, RECREATION, AND OPEN SPACE OPPORTUNITIES

Along with the new terraced park and pedestrian-oriented street with gathering spaces included as part of the Transit-Oriented Development Center described above, the Sunset North drainage pond area is enhanced as a parklike setting, a plaza at the Factoria transit stop provides additional gathering space, and pedestrian paths are created in key places to increase opportunities for walking and link to existing parks and activity centers (see figure 28). Activity centers are anticipated in strategic locations to offer recreational shopping, dining, entertainment, and social gathering places. The MTSG Trail provides a recreational or commuter regional bicycle route through the area. See the section on City in a Park Character for visual aspects of these areas.

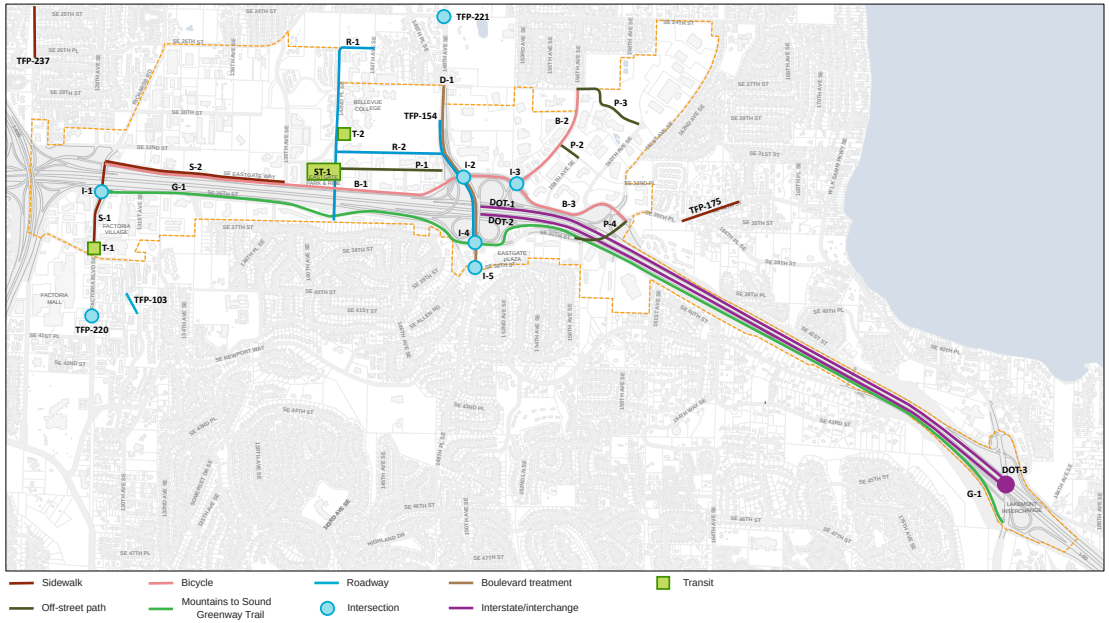


28 *Parks, Open Space, and Recreation*

Transportation Concept

This report envisions a multi-modal approach to transportation, with a strong emphasis on the pedestrian, bicycle, and public transit modes (see the Sub-District Elements in the following chapter for descriptions of individual transportation projects shown in figure 29 and Appendix B for full details). Current issues that the transportation vision addresses include:

- Choke points at critical intersections (e.g., Eastgate Way/150th Avenue SE intersection)
- Transportation integration with new or evolving land uses (e.g., main street through Lincoln Executive Center)
- A safer pedestrian and bicycle environment (e.g., addition of a sidewalk on Eastgate Way in Richards Valley)
- The MTSG Trail gap through Eastgate
- Transit operations and access to transit stops (e.g., 142nd Place SE transit emphasis corridor)
- Improved visual coherence and attractiveness of the corridor (e.g., 150th Avenue SE boulevard project)



29 *Transportation improvements*

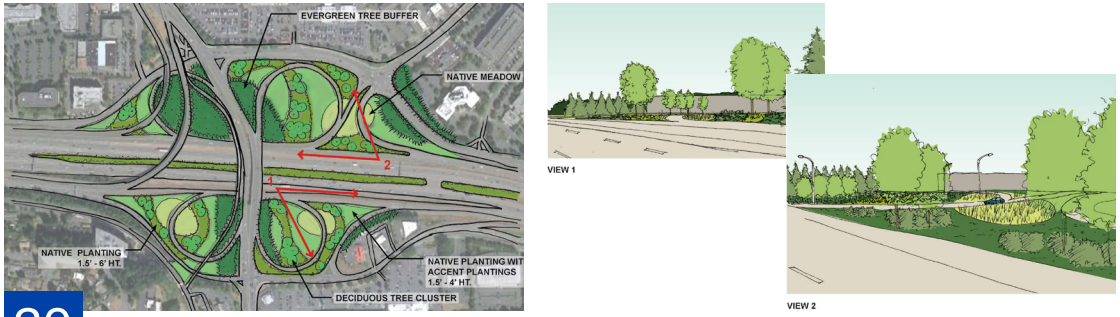
Improved walkways and pedestrian cover are added to the 142nd Avenue SE bridge, strengthening the connection between the flyover transit stop, the new main street, and Bellevue College. Bicycle and walking improvements to Eastgate Way and the MTSG Trail weave the pieces of Eastgate together for non-motorized users. Additional bike routes, sidewalks, and paths throughout the area create a more integrated non-motorized network. While the MTSG Trail on the south side of I-90 will provide regional non-motorized connections, proposed pedestrian and bicycle improvements on the north side of I-90 will provide more localized connections as well as feed into and support the MTSG Trail.

Automobile traffic is improved via key intersection upgrades, addition of auxiliary lanes on I-90, and lengthening or adding lanes where critical traffic flow issues exist.

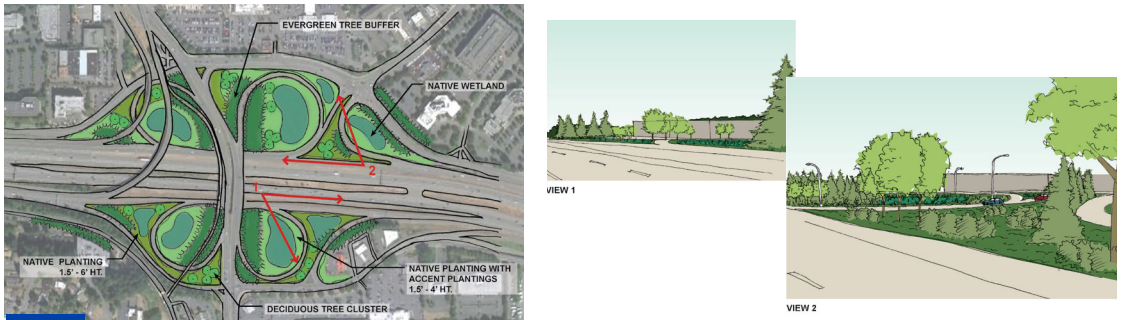
City in a Park Character Concept

Eastgate's ability to foster stable neighborhoods, support businesses, and attract desirable development depend, in part, on its visual qualities. Therefore, this plan includes design recommendations to enhance the area's physical identity. Because many people see Eastgate travelling along I-90, it is important to consider Eastgate's design character as part of a larger visual sequence (see figure 33). Coming from the east, a person experiences a very green environment at the Lakemont Interchange, and begins to have glimpses of more urban development closer to the Eastgate Interchange. The Eastgate Interchange offers the most significant opportunity to enhance the "city in a park" feel with strategic plantings, particularly trees to add visual height to the gateway and frame views of nearby businesses (see figures 30 through 32).

The next major opportunity to the west is the 142nd Avenue SE bridge, where the covered pedestrian walkway will be highly visible from I-90 and sculpturally marks the entry to Eastgate. Clustered trees screen and open views of buildings facing I-90, creating a combination of green and urban characters. The buildings fronting I-90 may have green walls or vegetated surfaces to enhance the park-like feeling along the highway. The transit-oriented core of Eastgate and Factoria appear as highly urban places, but this urban character diminishes upon heading west



30 *Alternative A – native meadow focus (l) plan view and (r) trees frame views to Sunset Village and Eastgate Village*



31 *Alternative B – native wetland focus (l) plan view and (r) trees frame views to Sunset Village and Eastgate Village*

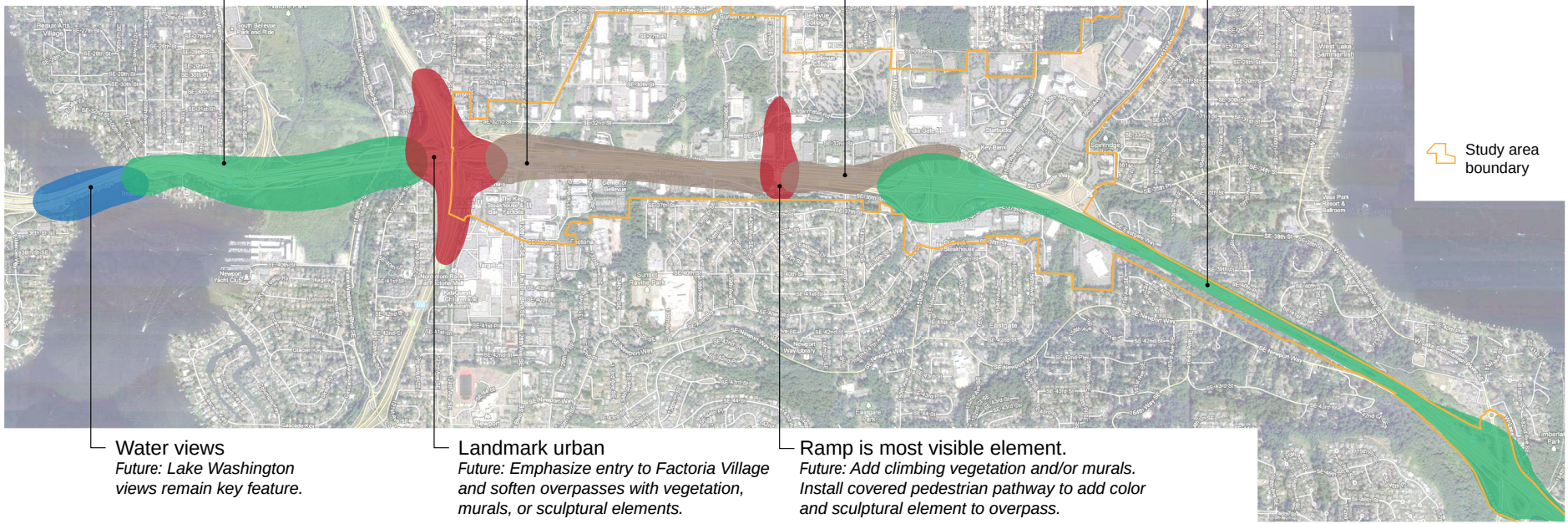
Accent Planting | Native Planting | Native Meadow | Native Wetland Planting

32 *Potential Eastgate Interchange plant palette*

Green dominates.
Future: Mercer Slough continues to be celebrated.

Prominent buildings with green backdrop.
Future: Buildings fronting highway characterize entry to Bellevue. More trees between Eastgate Way and I-90.

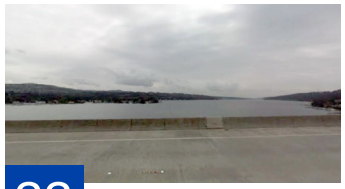
Green dominates eastward and is presently weak at interchange.
Future: Intensify green elements. Landscape interchange and medians to announce entry to Bellevue.



Water views
Future: Lake Washington views remain key feature.

Landmark urban
Future: Emphasize entry to Factoria Village and soften overpasses with vegetation, murals, or sculptural elements.

Ramp is most visible element.
Future: Add climbing vegetation and/or murals. Install covered pedestrian pathway to add color and sculptural element to overpass.



33 *Corridor character sequence*

toward Mercer Slough and Lake Washington. New development in the corridor builds upon the Mountains-to-Sound-Greenway theme by incorporating sustainable design solutions such as LEED, Built Green, and Energy Smart, and introduces publicly-visible green elements into the corridor to help enhance the overall character.

Within the study area, the "city in a park" character is reinforced through street improvements that include trees and landscaping, such as the boulevard treatment on 148th Avenue SE/150th Avenue SE extending the green entry of the Eastgate Interchange into the neighborhood; the extension of the MTSG Trail; and careful attention to protecting existing vegetation. While these emphasize the green character, fairly intense development, particularly within the Transit-Oriented Development Center, strengthens the urban character of the corridor.

Because a high quality urban character is necessary to create a positive identity for the Eastgate subarea, high density redevelopment in the retail and transit center includes ample human scale architectural features, green spaces, and pathways. Ground floor retail is concentrated in strategic locations to create around-the-clock activity and a stimulating walking environment. New or improved parks and green spaces offer a variety of public gathering spots, places for rest, recreational activities, and urban and natural characters.

Connections throughout Eastgate incorporate safe walkways, street trees where appropriate, resting points on hill climbs, and pedestrian-scaled lighting, furniture, and landscaping. As major east-west connectors, the Mountains to Sound Greenway Trail and SE 36th Street highlight Bellevue's green character.

34 *Sunset Village*

4

Sub-District Elements

Richards Valley

DESCRIPTION AND PURPOSE

Richards Valley, with easy access to the freeway and low rents, is among the few remaining light industrial areas in the City. It is home to a wide range of businesses, and other significant uses or features including a solid waste transfer station and electrical substation and powerlines. Lack of internal street connectivity, and the number of drainage corridors, streams, and wetlands, pose challenges to redevelopment, but also provide opportunities for environmental enhancement over time. This plan calls to maintain light industrial uses while encouraging higher intensity flex-tech development and stream and vegetation corridor enhancements.

USES AND INTENSITY

- Maintain the light industrial emphasis
- Mix flex-tech and research and development uses with existing uses.
- Encourage redevelopment as an opportunity for ecological improvement.

CHARACTER

Natural drainage and vegetation corridors are identifying features of this area. Building design will be flexible and oriented to the unique needs of individual users. Along Richards Road, buildings face the street and the street is attractively landscaped.

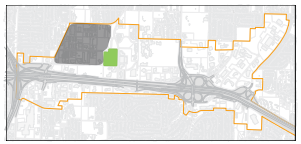
ATTRIBUTES AND STRATEGIES

- Reduce impervious surfaces.
- Provide toolkit of low-impact stormwater management options and recommended plants list.
- Encourage further planting with redevelopment, particularly on missing links between parks and vegetated corridors.
- Where possible, daylight streams with redevelopment.
- Explore enhancing drainage features as naturalistic setting.
- Create attractive street frontages and landscaping along Richards Road and SE 26th Street/Kamber Road.
- Improve the function of riparian corridors, floodplains, wetlands, and steep slopes.
- Promote sensitive building and site design for development in close proximity to residential uses.

CHARACTER EXAMPLES

Natural drainage supports visual character while improving stream health and water quality.

Native vegetation weaves through the area, particularly along stream corridors, and paths lead to existing park.

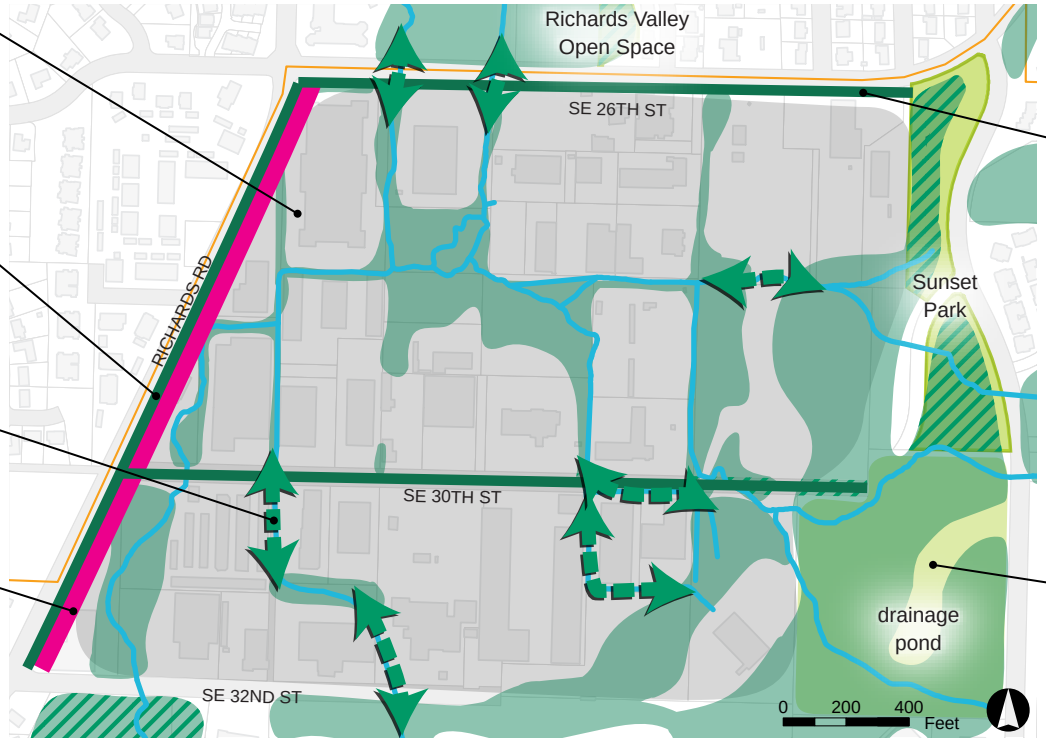


Mix flex-tech with existing light industrial enhancements required with redevelopment.

Upgrade street landscaping.

Plant vegetation to connect corridors and daylight streams where possible.

Create attractive street frontages, landscaping, and pedestrian setting.



Implement natural drainage standards.

Explore enhancement as naturalistic setting.

Existing parks

Existing concentrations of vegetation

Existing concentrations of vegetation on public land

Streams

Connect stream and vegetation corridors

Provide natural drainage along street

Light industrial, flex-tech, and R&D

Open space enhancement opportunity

Street front design and landscaping standards

Existing conditions

King County Site

DESCRIPTION AND PURPOSE

Lying on the north side of I-90 midway between Richards Road and the Park and Ride/Transit Center, the former King County Metro park and ride site is seen as an opportunity for new office development that will significantly increase Eastgate's economic activity. The currently vacant site is depressed below both the I-90 and SE Eastgate Way road profiles, but its convenient access makes it desirable as an office location. Greater height and FAR allowances are proposed to give the site the visibility new office space will require and encourage greater "infill" development just west of the transit center. The objectives for this area call for substantial street landscaping and on-site open space to compensate for the additional allowed development capacity.

USES AND INTENSITY

Use: Office uses are encouraged. Support retail and service uses are allowed but not required.

Maximum FAR: Allowable Floor Area Ratio should be sufficient to ensure that this site will perform economically. An FAR of roughly 1.0 to 1.5 is recommended. FAR above 0.5 should be achieved through an incentive system or similar mechanism.

Maximum building height: Allowable building heights should provide visibility from I-90. Heights are generally assumed to be in the 8 to 12 story range.

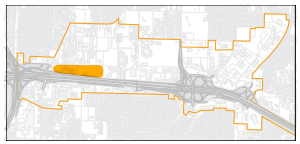
CHARACTER

It is anticipated that one or two towers will be constructed with structured parking, providing substantial opportunity for naturalistic landscaping. Design guidelines and site design standards should be established to ensure that the buildings exhibit high quality design and construction. The envisioned image is one or two sculptural towers emerging from a heavily vegetated backdrop.

ATTRIBUTES AND STRATEGIES

- Allow greater development capacity to encourage higher intensity office and supporting uses.
- Enhance access and connectivity in the corridor with bicycle lanes and sidewalks on SE Eastgate Way.
- Establish building and site design standards to ensure that this project adds to the area's visual quality.

CHARACTER EXAMPLES



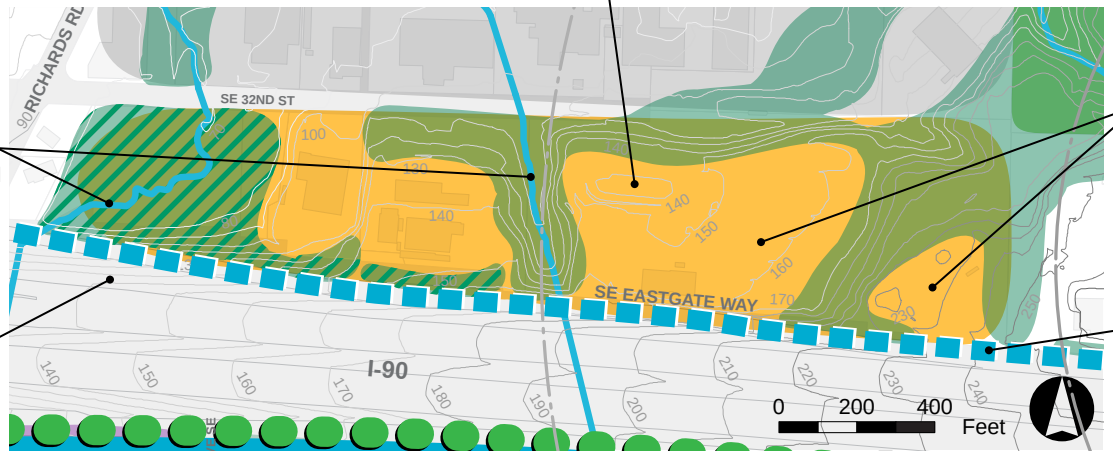
Buildings in larger areas may be 125' tall which will allow them to be roughly 75' above freeway elevation.

Encourage new development to protect and enhance stream health.

Use freeway and S.E. Eastgate Way right-of-way to reinforce green backdrop.

Encourage intense development that makes use of freeway visibility and enhances "city in a park" ambience.

Add street trees/ planting strip, pedestrian sidewalk, and bicycle route to create comfortable and visually pleasing connection to TOD center.



- Elevation contours (lighter lines are lower, darker are higher)
- Streams
- Existing concentrations of vegetation
- Existing concentrations of vegetation on public land
- Office
- Non-motorized improvement

Existing conditions

Transit-Oriented Development Center

DESCRIPTION AND PURPOSE

This district, which encompasses all properties fronting the park and ride/transit center, and those extending to the northern edge of the Bellevue College campus and eastward to 148th Ave SE, has the potential to be Eastgate's focal point with the most intense and greatest diversity of uses, best multi-modal access, and highest visibility. The challenge is to knit the key pieces - the transit center and surrounding development, the Lincoln Executive Center and Bellevue College - together for land use synergies, economic and institutional development benefits and transportation efficiencies. This can most effectively be accomplished by strategically guiding mixed use commercial and residential development around an armature of pedestrian, transit and public space (including attractive streetscapes) improvements. Because of this area's proximity to the Eastgate park-and-ride, reduced on-site parking requirements should be considered.

USES AND INTENSITY

Use: Office, commercial, and residential uses with ground floor retail.

Max FAR: 0.5, with allowances to increase through an incentive system or similar mechanism. Maximum FAR of 1.5 to 2.0 is envisioned, but flexibility should be considered if necessary to ensure a desirable urban form, mix of uses, and range of public benefits. Development achieving the maximum FAR should incorporate a residential component.

Max building height: Building heights are assumed to be generally within 10 to 12 stories, with lower heights – 4 to 6 stories – north and west of the park-and-ride, and near 148th SE.

CHARACTER

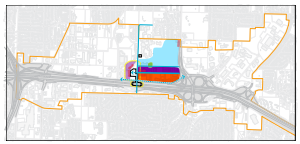
As Eastgate's most intense focus, the area should have the highest and most visible concentration of buildings and structures framed by the wooded slopes and landscaped SE Eastgate Way. Buildings with an urban scale and character featuring pedestrian-oriented building facades should front the main street and around the transit center. Streetscape

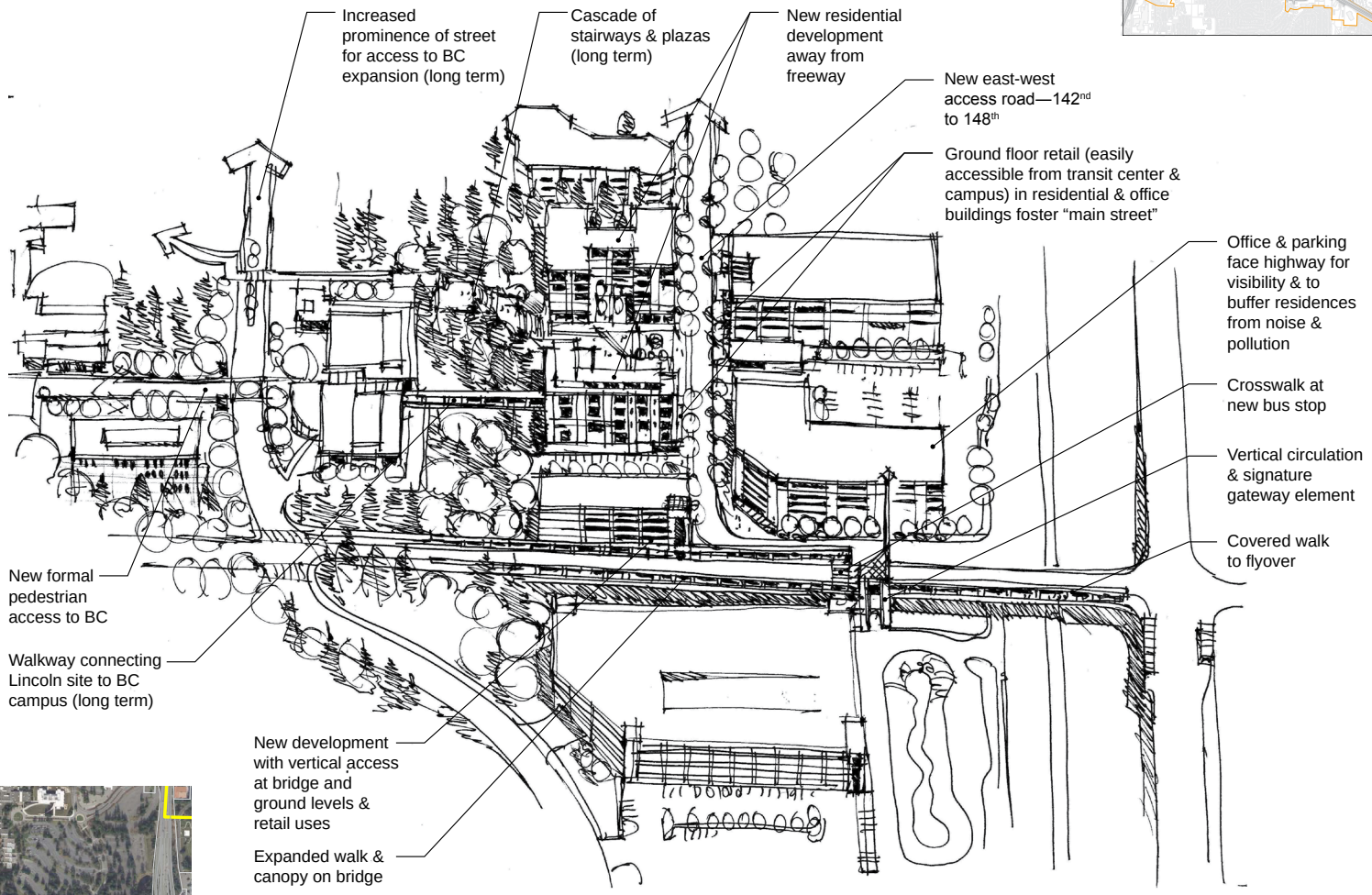
CHARACTER EXAMPLES

Iconic office buildings facing the freeway mark entry to Eastgate and enhance the "city in a park" theme

The 142nd street bridge is improved with sculptural wayfinding elements and marks entry to Eastgate

An improved east-west "main street" ties BC, P&R, residences, and offices together with activity hub





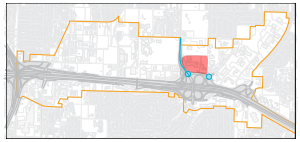
Existing conditions

improvements and publicly accessible open space (courtyards, landscaped plazas, small gardens, etc.) should be provided as part of development. Pedestrian access, perhaps aided by escalators or elevators should be enhanced and the wooded slopes to the south of Bellevue College maintained. Bellevue College develops a stronger physical relationship with adjacent properties; its entrance along 148th Ave SE could be anchored by institutional mixed use that could also serve nearby neighborhoods.

ATTRIBUTES AND STRATEGIES

- Establish new zoning and land use provisions that promote increased densities, and incentives for intense mixed use development that integrates and leverages the advantages of the transit center and Bellevue College.
- Consider reducing parking requirements but only if project-generated demand can be demonstrated and accommodated on-site. Encourage development to charge for parking.
- Establish 142nd Place SE as a "transit emphasis corridor" with a widened/covered walkway on the bridge structure and Snoqualmie River Road improvements that enhance bus service connections to and through the campus and reinforce Bellevue College as an all-day transit service hub.
- Establish guidelines to promote pedestrian access, amenity and scale, enhance natural and human-made landscaping, increase use compatibility and insure quality development.
- Develop a stairway with a small overlook or plaza on the slopes south of Bellevue College.
- Enhance access and connectivity in the corridor with bicycle lanes on SE Eastgate Way.
- Formalize an internal east-west main street for multi-modal users that connects the Lincoln Executive Center with the Park & Ride.
- Continue to work with Bellevue College in developing a short and long term campus master plan that takes advantage of transit connections and surrounding uses (e.g., the potential for student residences and local services).

Sunset Village



DESCRIPTION AND PURPOSE

The area directly north of the Eastgate interchange and directly east of 148th Ave SE is currently occupied by highly successful and growing Toyota and Subaru auto dealerships. Given the success of these enterprises, it appears unlikely that the basic use of this area will change in the foreseeable future. There are also some small service retail businesses on the east perimeter of this area. Because they fill a local need, these small restaurants and other shops should be encouraged to remain.

The long term vision for this area is for a greater mix of office and retail uses. Given the changing nature of the auto sales and service industry, the City should ensure that this mix employment generating and service providing uses is encouraged. Restaurants, food stores and other community based businesses, as well as specialty shops would find this an attractive location because of its central location ability to draw customers from both north and south of I-90. Because of the site's high visibility and central location, its redevelopment should be viewed as an opportunity to connect Eastgate's disparate districts and improve its overall identity. Redevelopment should therefore be accompanied by substantial pedestrian/bike access and landscaping improvements.

USES AND INTENSITY

Uses: Support auto dealerships by allowing them to remain and expand, and encourage existing small businesses to also remain. When redevelopment is appropriate, encourage a more intense mix of office and commercial uses with pedestrian oriented retail on the ground floor.

FAR and Height: In the event that the auto dealerships leave this location at some point in the future,an allowable FAR of 0.75 to 1.0 and heights of 4 to 6 stories is recommended. Development above an FAR of 0.50 should be achieved through an incentive system or similar mechanism.

CHARACTER EXAMPLES

Auto dealerships adopt a green character

Boulevard treatments on 148th bring delight to the pedestrian and bicycle experience

Retail and services are easy to walk to and offer outdoor seating and pedestrian-scale lighting

SUNSET VILLAGE

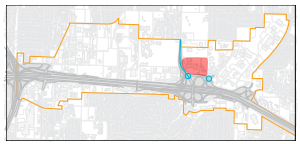
CHARACTER

The site's excellent visibility and access is a major reason for the success of the existing auto dealerships. Therefore, street landscaping and improvements to SE Eastgate Way should allow visibility of the dealerships' signs and products. When redevelopment occurs, the area's character can be designed to provide an attractive landscaped (perhaps park-like) setting with ample amenities for the new businesses.

The Eastgate interchange area is enhanced with natural landscaping, particularly trees, to: enhance the ecological functions of the corridor (in particular air quality and stormwater management), add visual height to the gateway, improve the automobile entry to Eastgate, and strengthen the "city in a park" feeling.

ATTRIBUTES AND STRATEGIES

- Support the present mix of auto dealerships and small retail services.
- Plan for and encourage a more diverse mix of community and specialty based retail along with office uses if and when redevelopment of this area becomes appropriate.
- If redevelopment of this area occurs, encourage the development of an internal street system to improve pedestrian and vehicle traffic to and through the area, and to create a pedestrian-scale employment and retail neighborhood with high quality urban design.
- Ensure that new development maximizes the opportunity to unify the Eastgate area and substantially upgrade the area's identity and connections to surrounding neighborhoods.
- Encourage WSDOT to construct eastbound and westbound auxiliary lanes on I-90 between 150th Avenue SE and Lakemont Boulevard to help minimize/eliminate the resulting queuing and congestion on City streets that lead to key on-ramps at the Eastgate Interchange.
- Improve 148th/150th Avenue SE traffic flow with a third continuous southbound through lane from SE Eastgate Way to SE 38th Street.
- Construct streetscape improvements on 148th /150th Avenue SE to improve the visual coherence and attractiveness of the corridor and reinforce the image of Bellevue as a "city in a park".
- Improve intersection capacity at SE Eastgate Way and 150th Ave SE to address peak hour traffic volumes that affect mobility in the corridor with either a.) widening and channelization improvements or b.) a multi-lane roundabout.
- Improve intersection capacity at 156th Ave SE and SE Eastgate Way to address peak hour traffic volumes that affect mobility in the corridor with either a.) widening and channelization improvements or b.) a multi-lane roundabout.
- Enhance access and connectivity in the corridor with bicycle lanes on SE Eastgate Way.
- Improve the pedestrian environment along Eastgate Way.



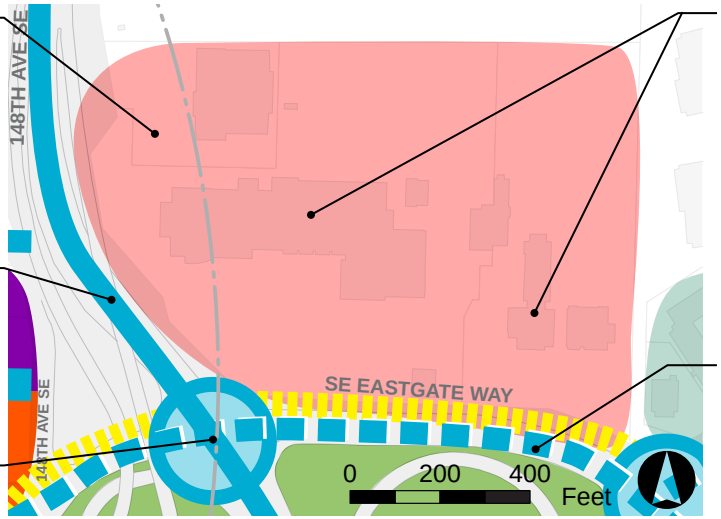
Support existing retail and make use of freeway exposure.

Promote an internal circulation system that allows safe and convenient pedestrian and vehicular movement and creates a pleasant working and shopping environment.

Highlight Bellevue's green character and promote non-motorized transportation with a boulevard treatment.

Widen southbound lane to reduce travel time with increasing traffic volumes.

Improve intersection to accommodate increasing traffic volumes.



Encourage auto dealerships to adopt a green look (e.g., green walls and roofs) that emphasizes their interest in reducing air pollution and gasoline use and adds to the "city in a park" feel.

Add bike lanes on the north and south sides of Eastgate Way.

Commercial

Non-motorized improvement

Intersection improvement

Green I-90 right-of-way

Gateway

Existing conditions

I-90 Office Park

DESCRIPTION AND PURPOSE

The cluster of office uses, including Boeing, Advanta, Verizon, and smaller firms in Eastgate Office Park that exists along 158th and 160th Avenues SE comprises Eastgate's greatest concentration of office development and largest employment center. Most properties are developed to extent allowed by current development regulations, and the buildings are generally not nearing the end of their life-cycle. Therefore, little new development is expected in the near to mid-term, except perhaps some ancillary retail to serve office workers. Over time, as the buildings age and demand increases, increased development capacity could encourage more intense office development. Not only would this help respond to changing market demands, but new development in this area can help address neighbor concerns about Phantom Lake water quality by replacing older stormwater management systems with new state-of-the-art systems that comply with current standards.

There are also several small retail businesses situated along 156th Ave. SE that provide much appreciated services to workers and the local community. These and similar business, along with residential and office uses on upper floors are especially encouraged.

USES AND INTENSITY

Uses: In the existing office park, infilling parking lots with additional office space and ancillary retail is encouraged to intensify the land use. Retail is allowed at the ground floor to serve the office workers. Along 156th Avenue SE, street-level retail with upper level office or residential use is permitted. However, before new development that increases impervious surface area or stormwater runoff in the Phantom Lake Drainage Basin occurs, it should ensure that it will not worsen storm water quality or quantity characteristics of Phantom Lake.

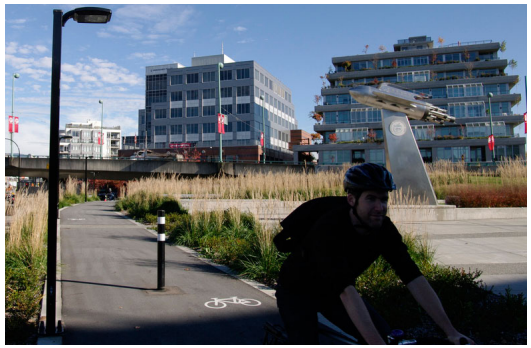
Maximum FAR: 0.75 to 1.0 is recommended, Development above an FAR of 0.50 should be achieved through an incentive system or similar mechanism.

Maximum Height: 4 to 6 stories

CHARACTER

The current corporate office building setting, characterized by isolated buildings and expansive parking lots, is not expected to dramatically change in the short to mid-term. The area's parking lots and streets

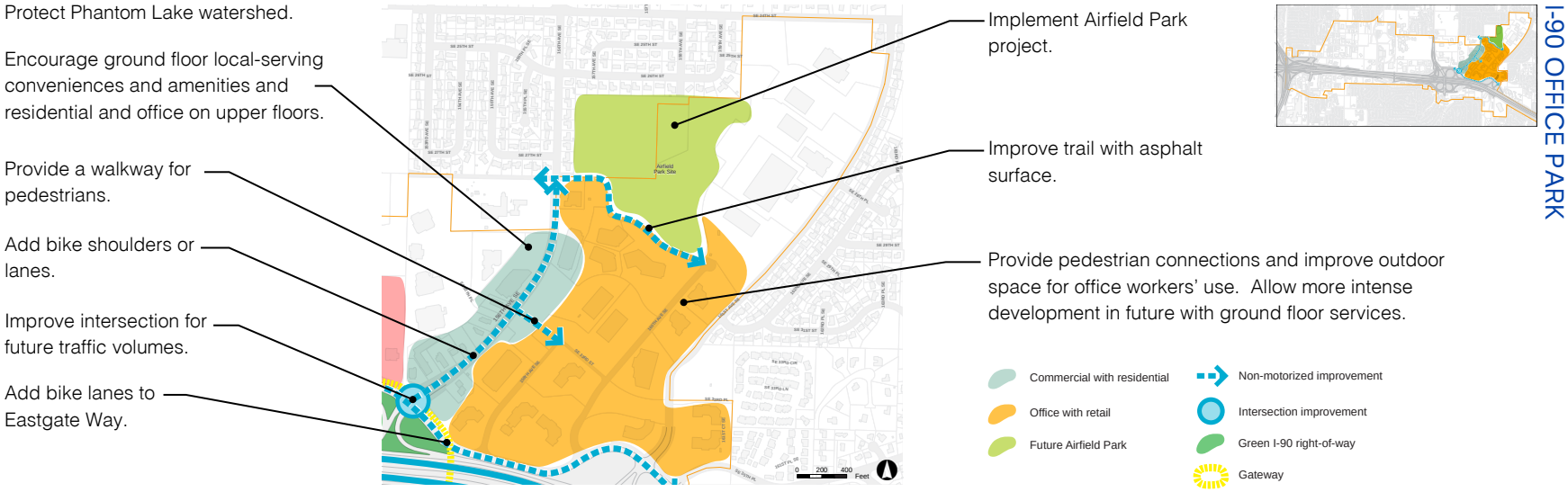
CHARACTER EXAMPLES



Office complexes with great bicycle and pedestrian access

Local services with comfortable pedestrian environment on 156th St

Over time, infill parking lots with more intense office

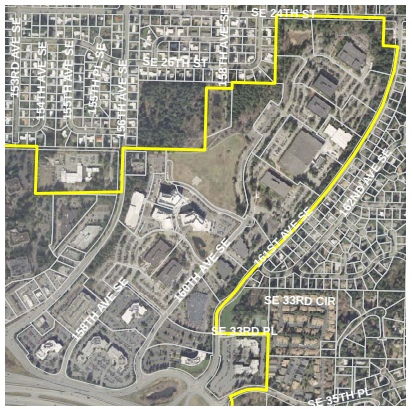


are pleasantly landscaped but there are few pedestrian connections stitching the individual buildings into a comprehensive unit. However, the development of the future park at the Bellevue Airfield site will provide additional recreation space and activity to this part of the study area, and will provide opportunities for connectivity to other open spaces including Robinswood Park.

Other than development of the future park, the most effective short term improvement action is to provide pedestrian connections through the parking lots and improve some pedestrian oriented outdoor spaces in which workers could picnic and relax. Greater connectivity and access might add to the viability of small services such as a coffee shop or delicatessen. These connectivity improvements will help facilitate access to the Eastgate Area Park being developed adjacent to I-90 Office Park Complex.

ATTRIBUTES AND STRATEGIES

- Enhance connections and streetscapes that link the I-90 office park complex to retail, services, and transit on 156th Avenue SE.
- Enhance the active transportation benefits of improved pathway connections to the Eastgate Area Park project to help create more livable communities.
- Enhance bicycle access through the area with a bike shoulder on 156th Avenue SE from SE 27th Street to SE Eastgate Way. Add bike lanes on SE Eastgate Way.
- Improve the underpass to Eastgate Plaza to support pedestrian and bicycle circulation.
- Protect and enhance aquatic systems of Phantom Lake drainage.
- Improve the pedestrian environment along Eastgate Way.



Existing conditions

Eastgate Plaza Area

DESCRIPTION AND PURPOSE

Eastgate Plaza is an 8 acre shopping center immediately south of I 90 and east of 150th Ave SE. The center includes an Albertson's supermarket and several smaller businesses and is the local community's primary source of retail services east of Factoria. To the east of the shopping center lie a vehicle emission testing facility, RV park, church, motel and other businesses. While the properties in the eastern portion of this sub-district are a little less visible than other portions of Eastgate, a few of the properties do have redevelopment potential. Because the businesses in Eastgate Plaza itself are generally very successful and the Plaza owners are not interested in selling or redeveloping the property, it appears unlikely that that site will change in the foreseeable future. However, in the long term, the vision for the sub-district is to feature a variety of commercial and residential uses with substantial community oriented retail at least on the Eastgate Plaza site. In addition, with the planned phase-out of the Washington State vehicle emission testing program over the next decade, and the expected termination of the RV park operation, redevelopment opportunities exist in this area.

USES AND INTENSITY

Uses: Many different uses are encouraged, including office, retail, eating and drinking establishments, general commercial, lodging and multi-family residential. Substantial retail should be retained on the Eastlake Plaza site.

Maximum Building Height: Buildings of 4 to 6 stories should be allowed, if their design protects neighboring single-family residences from development impacts.

Maximum FAR: 0.75 to 1.0 is recommended, Development above an FAR of 0.50 should be achieved through an incentive system or similar mechanism.

CHARACTER

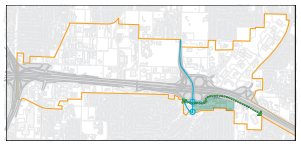
The Plaza area's character is currently that of a typical low-rise auto-dominated shopping center and is not expected to change in the near term. Ultimately, the vision is for the site to feature a highly visible and attractive multi-story mixed use development with structured or inconspicuously located parking. Although the businesses will be largely accessed by auto,

CHARACTER EXAMPLES

Neighborhood-serving retail with residential

Services to neighborhood, such as library or clinic (photo credit: Scott Beale / Laughing Squid)

Medium-density mixed-use residential

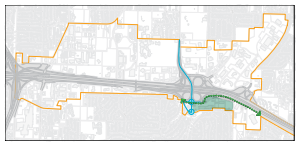


a pedestrian oriented setting and access to adjacent uses and neighborhoods will enhance the site's attraction for all users. Other parts of the sub-district are relatively isolated and should be substantially landscaped to reinforce a park-like setting and protect the wooded Vasa Creek corridor.

The proposed street and Mountain to Sound Greenway Trail improvements, noted in the "Objectives" section below, will be the most important character defining improvements. These should be reinforced with on-site landscaping accomplished as part of site development.

ATTRIBUTES AND STRATEGIES

- Support the continued operation of Eastgate Plaza as a neighborhood-serving retail center. If the center redevelops in the future, prioritize retail and service uses that serve the surrounding residential neighborhoods, and allow upper-level residential uses.
- East of Eastgate Plaza, prioritize office and hotel uses and allow existing religious uses to remain. Encourage increased intensity of development featuring offices, community-serving uses, lodging, and other uses.
- Throughout this area, ensure that the type, scale, and design of development does not adversely affect nearby neighborhoods.
- Anticipate and promote redevelopment of obsolete uses to respond to changing market demands.
- Integrate new development with the Mountains to Sound (MTS) Greenway improvements by providing bicycle and pedestrian access to and from the Greenway Trail to other non-motorized transportation connections and to local businesses. Integrate street and required private landscaping with the MTS Greenway Trail to increase its visibility and identity.
- Improve the intersection at 150th Ave SE/I-90 eastbound off-ramp and SE 37th St to address traffic congestion, with either lane widening or a round-about.
- Improve the 150th Ave SE and SE 38th St. intersection to address traffic congestion, with a round-about if the round-about at SE 37th St is funded.
- Improve 148th Ave SE/150th Ave SE between SE 28th St and SE 38th St to be an attractive an important north-south connector in south central Bellevue. Emphasize street landscaping to enhance the corridor's "green" character.
- Widen the 150th Ave SE/SE 37th St/I-90 off-ramp to allow for a by-pass lane on the right side of SE 37th St.
- Improve vehicle and pedestrian access and movement internal to the site.

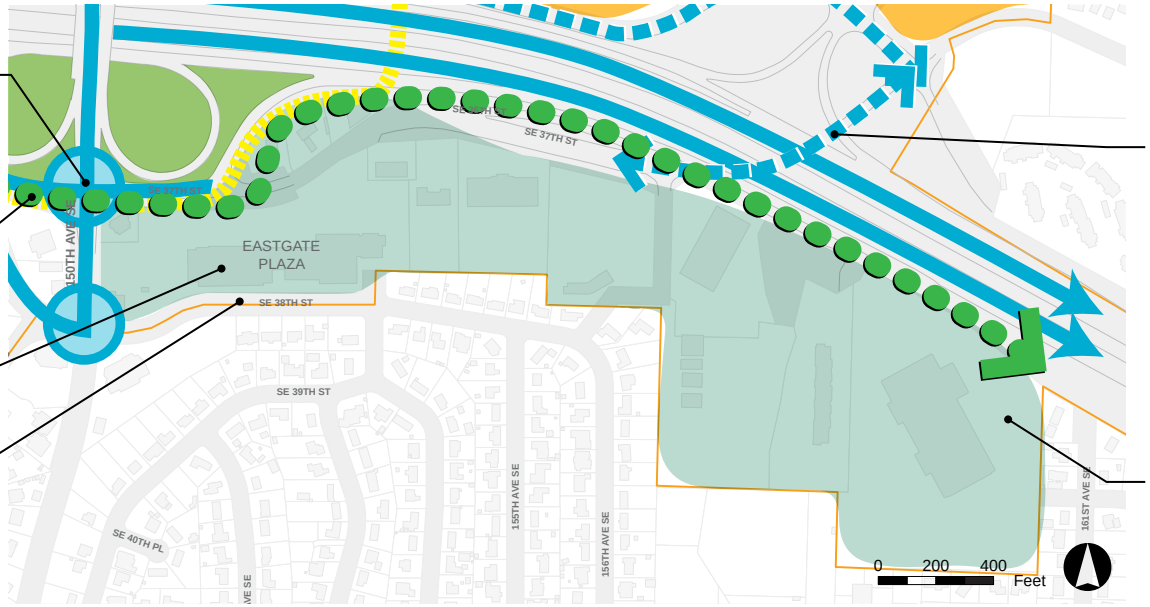


Upgrade visual identity and safety with street and intersection improvements.

Integrate MTS Greenway Trail with street and site improvements.

Support continuation of neighborhood-serving retail.

Ensure that new development does not adversely affect neighborhoods.



Widen sidewalk, provide pedestrian-scaled lighting, and install signs to improve access to and awareness of underpass.

Encourage a variety of neighborhood-serving commercial and residential uses, particularly at Eastgate Plaza.

Commercial with residential

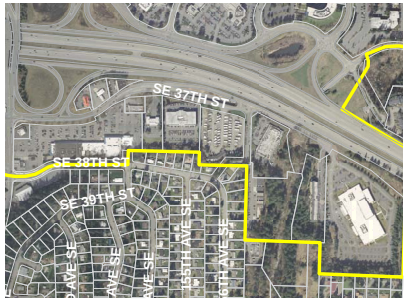
Green I-90 right-of-way

Mountains to Sound Greenway Trail

Non-motorized improvement

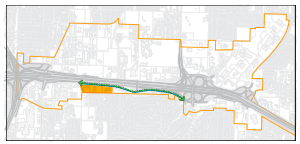
Intersection improvement

Gateway



Existing conditions

Factoria and Vicinity



DESCRIPTION AND PURPOSE

This sub-district includes 66 acres of the Factoria Subarea centered along Factoria Boulevard SE and the commercially zoned lands stretching to the east just south of I-90. Properties near Factoria Boulevard feature a broad mix of commercial uses including the 10 acre Factoria Village shopping center. The Newport Corporate Center with approximately 1.1 MSF of T-Mobile offices lies on sloping ground immediately east of the shopping center and properties further east are occupied by a Honda dealership and an assortment of office buildings. While most of the properties already feature substantial development and stable businesses, there may be some redevelopment opportunities in the mid to long term, especially on the sub-district's eastern and western perimeters.

The vision for this sub-district emphasizes a more intense mix of commercial and residential uses from I-405 up to and including the Factoria Village site. Multi-story commercial buildings are encouraged with residential and mixed-use development focusing on sites on the south of this area and away from the freeways. There is an opportunity for increased office development in some locations, while allowing existing auto sales to continue, and additional retail and residential uses to locate here. In 2005, the Factoria Subarea Plan was updated with the Factoria Area Transportation Study (FATS) which recommended transportation, urban design and site planning strategies to create a pedestrian and transit-oriented neighborhood. This plan supports the FATS work by encouraging site development consistent with the earlier study.

USES AND INTENSITY

West of Newport Corporate Center:
Encourage a range of office and residential uses with pedestrian oriented retail on the ground floor. This builds upon the existing office and retail uses, which would continue, and adds residential use.

Newport Corporate Center and eastward:
Encourage office uses while allowing other commercial uses (e.g.: auto dealerships) and residential.

FAR: Newport Corporate Center and westward, maintain existing FAR allowances. East of Newport Corporate Center, 0.5 with incentives to achieve 0.75 to 1.0 by providing specified features or public benefits such as open space, affordable housing, etc.

CHARACTER EXAMPLES

High density, mixed-use, pedestrian-friendly environment

Lateral mixed-use

Medium-intensity office complexes with amenity

Maximum Height: Varies by location, but generally consistent with existing development and height allowances from Newport Corporate Center westward, and 4 to 6 stories east of Newport Corporate Center.

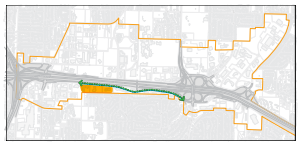
CHARACTER

The area's current character varies from predominantly low-rise general commercial on the west to the highly visible Newport office complex to relatively low visibility structures tucked in an intermittent green belt on the easternmost properties. Because of their location on sloping terrain, the T-Mobile buildings within Newport Corporate Center appear taller than their 75' height and serve as an area landmark. One possible urban design strategy might be to build on the contemporary and urban character of the area's newer buildings by encouraging more intense development with structured parking, attractive pedestrian pathways, and small open spaces. Design guidelines might focus on buildings' large scale design characteristics (as seen from the freeways) as well as pedestrian scaled elements in order to create a pleasing composition as viewed from afar.

An important visual feature is a strip of native trees running just south of the office buildings along SE 36th St and continuing along Sunset Ravine and the slopes to the east of the Newport Corporate Center. This "greenbelt" should be protected and enhanced to provide a unifying backdrop to any new development. Additionally, the possibility of adding landscaping to the southern portions of the I-90 ROW should be explored.

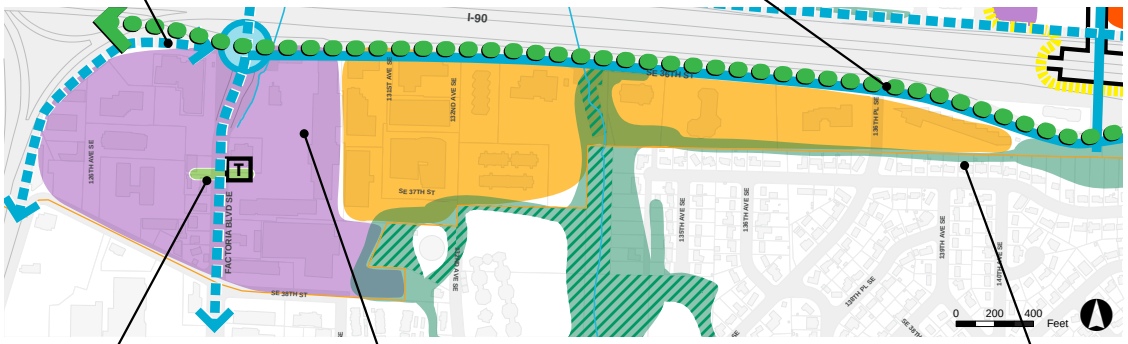
ATTRIBUTES AND STRATEGIES

- Encourage a more intense mix of uses while protecting the nearby residential neighborhoods.
- Add residential and hotel uses to the west portion of this district to create a mixed-use environment and to take advantage of this area's proximity to transit service, Mountains to Sound Greenway Trail, and retail and service uses.
- Include amenities with new development to promote a pedestrian-friendly environment.
- Support the recommendations of the Factoria Subarea Plan as updated by the 2005 Factoria Area Transportation Study.
- Protect and enhance wooded "greenbelts" and slopes as well as streams and drainages.
- Construct bicycle and pedestrian safety improvements to the Factoria Boulevard/SE 36th St intersection.
- Construct boulevard improvements including street trees, medians lighting and other features along SE 36th St. and integrate with the Mountain to Sound Greenway system.
- Improve Factoria Boulevard as recommended in the 2005 FATS.
- Develop a transit center at Factoria Boulevard and SE 38th St. The 2005 FATS found that such transit facilities and better pedestrian access help alleviate most traffic congestion problems without additional roadway construction.



Complete multipurpose trail linking the north-south 124th Ave SE bicycle route and MTS Greenway Trail.

Construct MTS Greenway Trail and SE 36th improvements. Provide connections to Trail where possible.

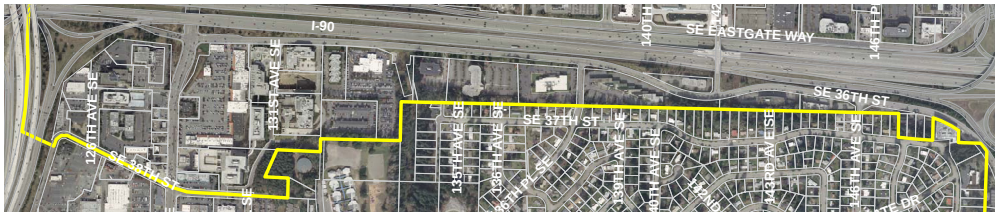


Provide public gathering space and at-grade street crossing at transit hub.

Implement Factoria Subarea Plan and 2005 Transportation Study.

Retain vegetation.

- Streams
- Existing concentrations of vegetation
- Existing concentrations of vegetation on public land
- High intensity commercial with residential
- Office with retail and services, residential allowed
- Potential future park
- Non-motorized improvement
- Mountains to Sound Greenway Trail
- Intersection improvement
- Transit hub
- Gateway



Existing conditions

Interchange Gateway 1: Eastgate Interchange

DESCRIPTION AND PURPOSE:

I-90 is clearly a defining feature of the project area. Many businesses and residents have located near the Eastgate interchange area to benefit from the access it provides to areas to the east and west in the region. Adding tree canopy to this location will advance Bellevue's environmental stewardship efforts and help enhance the corridor's gateway appeal.

CHARACTER

Because of its importance as a regional transportation corridor, I-90 daily traffic volumes are expected to increase significantly in the future. The 150th Avenue SE crossing carries nearly 50 percent of the total traffic crossing I-90 in the project area and approximately 60% of this traffic is interchange-related. As such, congestion on I-90 results in back-ups along 150th Ave SE at SE 38th, SE 37th, and SE Eastgate Way. Construction of eastbound and westbound auxiliary lanes by WSDOT on I-90 between 150th Avenue SE and Lakemont Boulevard would have significant benefits for the I-90 mainline and would help minimize or eliminate the resulting queuing and congestion on City streets that lead to key on-ramps within the project study area.

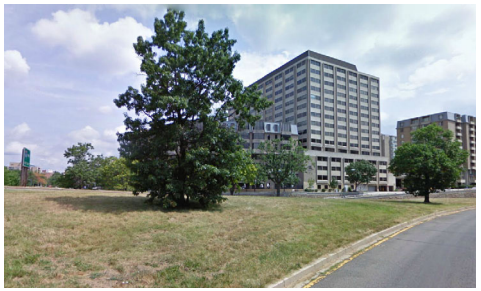
A recurring message from the project's community outreach effort is that the area "feels like a place to get through, not a place to stay." This is not surprising given that the Eastgate area developed in an auto-oriented fashion because of its proximity to Interstate 90. The area has begun to change due to the proximity of an expanding major college, increasing employment, a major transit facility, and improved transit service. These changes offer an opportunity to develop a more walkable, higher density, mixed-use environment with a well-connected roadway, non-motorized and transit network. To reinforce this transition, "Encourage a gateway within the I-90 interchange to accentuate Eastgate as an entry into Bellevue. Discussion: The I-90 interchange at Eastgate is a major link between the northern and southern halves of the Subarea and is an access point for the freeway. A gateway should link both halves and include improved landscaping with seasonal color, pedestrian connections, lighting, district identification signs, and public artwork." (Eastgate Subarea Plan; POLICY S-EG-18)

EXISTING CONDITIONS

ATTRIBUTES AND STRATEGIES

- Encourage WSDOT to construct eastbound and westbound auxiliary lanes on I-90 between 150th Avenue SE and Lakemont Boulevard to help minimize/eliminate the resulting queuing and congestion on City streets that lead to key on-ramps at the Eastgate Interchange.
- Improve the area's environmental quality, appearance, and regional identity by enhancing the interchange's clover-leaf area with native plantings consistent with the Mountains to Sound Greenway landscape palette.
- Construct a more effective interface between the State's I-90 ramps and overpasses and the City's interconnecting streets through the use of boulevard treatments that enhance traffic safety and provide community gateway and identity opportunities.
- Eliminate the "Eastgate Gap" in the Mountains to Sound Greenway Trail by constructing a multi-use pathway adjacent to the the Eastgate interchange area that enhances bicycle and pedestrian access to and from the Greenway to other non-motorized transportation connections and to local businesses.
- Provide consistent corridor-wide wayfinding signage.

CHARACTER EXAMPLES



Existing conditions

Interchange Gateway 2: Lakemont Interchange

DESCRIPTION AND PURPOSE:

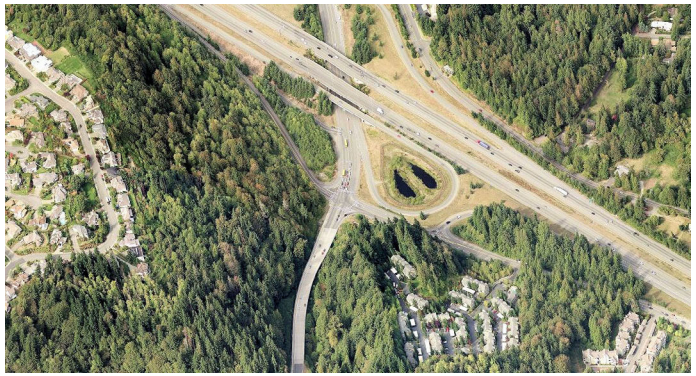
I-90 is clearly a defining feature of the project area. Many residents have located near the Lakemont interchange to benefit from the access it provides to areas to the east and west in the region. The interchange, as the eastern most point of entry to the City of Bellevue, has the potential to become a gateway experience. Adding tree canopy to this location will improve corridor aesthetics and environmental quality.

CHARACTER

The WSDOT I-90 Bellevue to North Bend Corridor Study recommends the following improvements at the Lakemont Blvd SE/West Lake Sammamish Pkwy SE Interchange: (1) enlarge the existing West Lake Sammamish Parkway roundabout; (2) construct a new roundabout at the westbound ramp terminal; and, (3) construct a new EB slip ramp on the existing EB to NB West Lake Sammamish Parkway off-ramp.

The WSDOT I-90 Bellevue to North Bend Corridor Study found that both roundabout improvements (at the westbound ramps/ Lakemont Boulevard/West Lake Sammamish Parkway intersection, as well as, widening the existing single-lane roundabout at SE 43rd Place and West Lake Sammamish Parkway to a 2-lane roundabout) would improve the LOS at both intersections from LOS F in the p.m. hour to LOS B or better in 2030. In the a.m. peak hour, the westbound ramps intersection operates at LOS F under its current configuration, while the existing single-lane roundabout to the north operates at LOS D. With both roundabout improvements, both intersections will also operate at LOS B in the a.m. peak hour.

EXISTING CONDITIONS



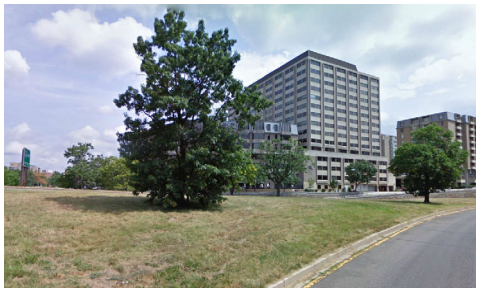
Despite the State's financial difficulties, WSDOT is presently moving forward with Lakemont Interchange improvements (an "early win" for this project). The addition of a new roundabout at the westbound ramp terminal meets WSDOT's warrants (based on its collision history) and has received funding for design/ construction (2013 completion). The scope of this project is limited to the new roundabout (not the widening of the existing roundabout or new slip ramp.

ATTRIBUTES AND STRATEGIES

- Encourage WSDOT to construct eastbound and westbound auxiliary lanes on I-90 between 150th Avenue SE and Lakemont Boulevard to help minimize/eliminate the resulting queuing and congestion on City streets that lead to key on-ramps at the Eastgate Interchange.

- Encourage WSDOT to construct the following improvements at the Lakemont Blvd SE/West Lake Sammamish Pkwy SE Interchange: (1) enlarge the existing West Lake Sammamish Parkway roundabout; (2) construct a new roundabout at the westbound ramp terminal; and, (3) construct a new EB slip ramp on the existing EB to NB West Lake Sammamish Parkway off-ramp.
- Improve the area's environmental quality, appearance, and regional identity by enhancing the interchange's clover-leaf area with native plantings consistent with the Mountains to Sound Greenway landscape palette.
- Construct a more effective interface between the State's I-90 ramps and overpasses and the City's interconnecting streets through the use of boulevard treatments that enhance traffic safety and provide community gateway and identity opportunities.
- Eliminate the "Eastgate Gap" in the Mountains to Sound Greenway Trail by constructing a multi-use pathway adjacent to the the Eastgate interchange area that enhances bicycle and pedestrian access to and from the Greenway to other non-motorized transportation connections and to local businesses.
- Provide consistent corridor-wide wayfinding signage.

CHARACTER EXAMPLES



Existing conditions

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35 *Eastgate Park and Ride from 142nd Place SE*

5 Implementation

The Eastgate/I-90 Land Use and Transportation Project is a long-range vision that may take many years to realize and may change over time. Basic legal steps will set the regulatory framework for redevelopment, and public capital improvements will build some of the infrastructure necessary to catalyze further private investment.

Because the vision will happen incrementally, the first implementation steps should embrace high priorities of the plan and be attainable now. Establishing the regulations and design guidelines is a necessary first step. These require relatively little investment and have

potential for great rewards, such as ensuring high quality architectural and streetscape design and assuaging neighbors' worries about new development. Proceeding with funded or nearly funded capital improvements is an important second step, as prioritizing these "quick wins" will be key to seeing positive change in Eastgate/I-90. Finally, because of the transit-oriented core's potential to transform the area, actions to support transit, pedestrian, and bicycle infrastructure and mixed-use development there should be early inclusions in any phased approach to implementation.

Concepts and Strategies

Implementation of the Preferred Alternative will occur over time, and can happen in a variety of ways. Because the plan is visionary, many of the concepts and strategies described below are intended to reflect general guidance rather than provide a strict recipe for implementation. More detail will be developed on implementation strategies as part of future planning phases. Although the concepts and strategies identified here are organized under separate Land Use and Transportation headings, it is important that land use changes or intensification be supported by an appropriate transportation network and other infrastructure.

LAND USE

1. Implementation of the Preferred Alternative will require **amendments to the City of Bellevue Comprehensive Plan, Land Use Code, and official Zoning Map**. This is expected to involve the creation of new land use districts specific to the Eastgate/I-90 study area.
2. Due to the developed nature of the corridor and the value of existing improvements, the preferred alternative encourages redevelopment of properties by proposing **increased development potential in exchange for desired public benefits**. The 0.5 FAR (Floor Area Ratio) limit that applies to most office districts outside of the downtown (including the I-90 corridor) would be raised to a range of 0.75 to 2.0, depending on location, subject to providing or contributing to public benefits.
3. The amendments to the Comprehensive Plan, Land Use Code, and Zoning Map can occur simultaneously, and will be developed through the Planning Commission process. However, if there is a desire or need to implement the Preferred Alternative over time, the **amendments could be sequenced** in a number of ways:
   a. **By type of land use change** (e.g., an early amendment could be to add flexibility for support retail/service uses in office development, followed later by other changes to land use or development potential); or
   b. **By geographic area** (e.g., starting with one location (or more) in the corridor and moving through others over time); or
   c. **By allowing development only after certain transportation improvements** (e.g., intersection improvements, transit support, I-90 mainline capacity improvements) have been completed or assured; or
   d. **By any combination** of the above.
4. For properties in the study area that are currently subject to **Concomitant Zoning Agreements**, those Agreements should be reviewed for current relevance and applicability. As appropriate, the terms of those Agreements should remain in effect, be incorporated into Land Use Code regulations or Design Guidelines, or be deleted.
5. Amendments to the Comprehensive Plan, Land Use Code, and Zoning Map will be required to comply with the **State Environmental Policy Act (SEPA).** Environmental documentation prepared for the Eastgate/I-90 Land Use & Transportation Project will aid SEPA review. Means by which the environmental review process can be made more efficient, through Planned Actions or other measures permitted under SEPA, should be explored and utilized where appropriate.
6. The preferred alternative **accommodates additional development** by increasing allowable building heights and Floor Area Ratios. It is a goal of the preferred alternative that this increased development potential is balanced with the provision of

more open space in the corridor and other public amenities and benefits.

7. While **recommended allowable building heights and FARs** are indicated for individual areas within the study area, these should be viewed as general direction; flexibility and deviations from that direction is assumed necessary to test and determine more precise allowable heights and FAR through the Land Use Code amendment process to make sure they achieve the vision of the preferred alternative and the type and quality of development desired.
8. Although the preferred alternative promotes **greater mix of uses** throughout the corridor, and particularly in office areas, it is not intended that each and every building in a mixed use area be required to contain a mix of uses.
9. New development proposals in the study area should ensure that the **necessary infrastructure**, particularly transportation-related, exists or will exist in a reasonable amount time to support those proposals.
10. New development on properties that receive additional development capacity as a result of the Eastgate/I-90 Land Use & Transportation Project (e.g., from the existing maximum FAR of 0.5 to something greater) should provide or **contribute to public benefits** as a condition of realizing that added capacity. The mechanism that identifies and assures such benefits should be developed as part of the Land Use Code Amendments.
11. **Certain off-site improvements** should be considered as public benefits which can be provided in exchange for increased development. Such benefits could include transportation or other infrastructure above and beyond that needed to support the proposed development, publicly-accessible green space or open space, corridor character improvements (such as freeway interchange landscaping or visual enhancements to the 142nd Pl SE bridge), environmental restoration or enhancements, or other improvements that benefit the corridor in general. **Transfer of Development Rights (TDR)** should be explored as a tool for achieving desired growth while maintaining or providing open space or other public amenities, such as improvements related to the Mountains-to-Sound Greenway.
12. **Bellevue College** is an important institution to the study area and the city as a whole. While the City cannot make land use decisions for BC, the preferred alternative supports and promotes certain actions by the college to help it (1) explore and establish **land use relationships** with surrounding properties, particularly the proposed TOD center to the south of the campus; (2) work in partnership with the City and King County/Metro to facilitate and benefit from more **efficient transit service**; and (3) develop a more **externally-focused physical presence** through land use relationships with the TOD center that could open up southerly views of the campus, and by anchoring the 148th Ave SE entrance with institutional uses supported by retail or service uses that could serve college students and nearby neighborhoods.
13. With respect to the above, non-residentially zoned parcels directly adjacent to the Bellevue College 148th Ave SE entrance, including the site of the **Champions Center**, should be allowed to expand the range of retail and support services they can provide, in order to create synergies with and help support the anchoring of the main college entrance.
14. The preferred alternative includes “back-up plans” for properties that currently contain **automobile dealerships**, in the event those dealerships move at a future time. In the Sunset Village area, office use supported by ground-floor retail, service, and restaurant uses is envisioned. In addition, should this area redevelop, improvements should be made to internal motorized and non-motorized circulation, and should pair high quality urban design with pedestrian-scale streetfronts and amenities. Residential uses could be permitted, but would not necessarily be required.
15. Future development that occurs in the **Phantom Lake drainage basin** should protect against Phantom Lake water quality and water quantity impacts. Development incentives should be created to promote improvement of existing environmental conditions at Phantom Lake and other sensitive areas.

16. Land Use Code amendments should direct a substantial portion of the projected office and residential growth to the **Transportation-Oriented Development center**, helping to position it to take advantage of future **high capacity transit** (light rail or bus rapid transit) in the corridor. The Land Use Code regulations should ensure that development in this area achieves or includes:
    a. High quality **urban design**;
    b. An appropriate **mixture of uses**, including office, residential, and retail;
    c. True **integration of transit service** and strong physical connection to the Eastgate Park-and-Ride;
    d. Walkable site design, pedestrian-scale streets, and pedestrian-oriented street-level uses, that creates an **inviting pedestrian environment**;
    e. A strong relationship with **Bellevue College**, including land use partnerships (for example, student housing or other college uses) to the extent feasible;
    f. Public **open spaces and amenities**; and
    g. **Motorized and non-motorized connections** to surrounding uses and the greater Eastgate/I-90 corridor.
17. The Land Use Code regulations should further require that any **development proposed in the TOD center above an FAR of 0.5**:
    a. Occur according to a **Master Plan** incorporating the entire proposed development, which could occur in phases over time, including time frames beyond the year 2030;
    b. Include an appropriate amount and type of **ground-floor retail**;
    c. **Provide public benefits**. The mechanism that identifies and assures such benefits should be developed as part of the Land Use Code Amendments. Benefits could include offsite benefits such as contributing toward corridor gateway improvements (freeway interchange landscaping, 142nd Pl bridge enhancements);
    d. Include, or guarantee the inclusion of, a **substantial residential component**, which could include Bellevue College-oriented student housing.

TRANSPORTATION

For a complete list of recommended transportation improvements, potential costs, and implementation implications, see Transportation Strategies Report, January 2012.

1. Implementation of the preferred alternative will require **amendments to the City of Bellevue Transportation Facilities Plan (TFP)**. As part of the TFP process, projects that have been identified as appropriate to support the preferred alternative for the Eastgate/I-90 corridor should be reconfirmed (if already in the current TFP) or added to the TFP to ensure that adequate transportation infrastructure will exist to support the land use vision.
2. **Partnerships with public and private interests** should be pursued to reinforce the Eastgate/I-90 corridor as an economically vibrant focal point that serves both regional and local travel with an expanded and more efficient interstate system, network of local streets, bus routes, bicycle facilities, and pedestrian enhancements. Such partnerships could include:
    a. **Washington State Department of Transportation** (WSDOT): WSDOT is contemplating I-90 mainline improvements (i.e., shoulder-running auxiliary lanes) to increase peak-hour capacity between the 150th Ave SE interchange and points east. These improvements would produce measurable benefits to Bellevue arterial streets in proximity to the freeway interchange, and the City of Bellevue **should support WSDOT in this effort.**
    b. **METRO/Sound Transit**: The Eastgate/I-90 project recommends transit service and capital enhancements that improve access to Eastgate destinations, enhance speed and reliability, and thereby increase the attractiveness of transit as a mobility option in the project area. Together these improvements highlight the 142nd Place SE bridge structure as the transit emphasis corridor supporting Bellevue College as an

all-day transit service market and the TOD Center vision proximate to the Eastgate park-and-ride. The City of Bellevue should work with Metro and Sound Transit to reconfigure transit access for greater efficiency and position the corridor for high capacity transit improvements in the future.

c. **Bellevue College**: Transit service improvements identified through this Project can be realized through re-routing of transit service through the Bellevue College campus. This would entail the use of Snoqualmie River Road as a main transit corridor. Bellevue College would need to agree to this re-routing and agree to work with the City, Metro, and Sound Transit to resolve issues related to its implementation.

d. **Private development**: The land use vision of the Eastgate/I-90 Land Use & Transportation Project offers economic gain to property owners in the study area through increased development potential. That increased potential does not come without potential impacts. New development should be expected to contribute to transportation improvements necessary to support that development, especially when that new development avails itself to the increase in development potential resulting from this Project.

3. In addition to partnerships with other agencies, the City of Bellevue should support the vision of this Project through a number of **modest capital investments**. These investments might cover some or all of the following:

a. Improvements to identified **"choke-point" intersections** to address peak hour traffic volumes that affect mobility in the corridor (e.g., Eastgate Way/150th Ave SE intersection improvement).

b. Transportation **connectivity improvements** that maximize integration of land uses (e.g., pathway improvements to the office complex east of 156th Avenue Southeast to provide enhanced connectivity for pedestrians and cyclists, particularly to access retail and services in the 156th area).

c. An improved **pedestrian/bicycle environment** to make roadways safe for all mode of travel (e.g., Eastgate Way sidewalk project between Richards Road and 139th Ave SE).

d. Better **transportation linkages** between urban and natural systems (e.g., elimination of the "Eastgate Gap" in the Mountains to Sound Greenway Trail).

e. **Transit operation improvements** (e.g., 142nd Place SE transit emphasis corridor).

f. Improved **visual coherence and attractiveness** of the corridor (e.g., SE 36th Street Boulevard Project, Eastgate interchange landscaping).

4. **A complete list** of recommended transportation improvements and implementation implications is included in the Transportation Strategies Report, January, 2012. These recommended improvements address a variety of motorized and non-motorized transportation needs, including intersection improvements, pedestrian connections, bicycle mobility, transit service, and other needs.

CORRIDOR CHARACTER

1. **Design guidelines** should be developed to ensure that future development reflects high quality design, particularly in areas that are highly visible or in close proximity to residential neighborhoods.

2. The **Mountains to Sound Greenway Trail** should be constructed through the corridor, to improve the area's environmental quality, street-level character, and regional identity. Realizing this vision necessitates active engagement between the City of Bellevue, MTSG Trust, and WSDOT to advance the proposed trail corridor from design through construction. Trail design should ensure safe movement by avoiding or minimizing pedestrian/bicycle and motorized/non-motorized conflicts.

3. Building and site design for new development should reinforce the **Mountains-to-Sound Greenway theme** by incorporating sustainable design solutions (e.g., LEED, Built Green, Energy Smart).

4. **Gateway treatments** should be implemented to reinforce Bellevue's "city in a park" theme and contribute to improved corridor character and visual coherence. The **Eastgate interchange** should be landscaped through partnerships with grant sources, WSDOT, private contributions, and development incentives. **Trees and other greenery** should be added along the edges of I-90 where sufficient right-of-way exists. Aesthetic treatments should be added to the **142nd Pl SE bridge**, to make it eye-catching and sculptural.

Funding Sources and Strategies

Efforts to better integrate land use and transportation in the Eastgate area must be balanced with other competing City priorities and sensitive to financial limitations. The transportation strategy advancing the Eastgate/I-90 Land Use & Transportation Project is attuned to the limited level of readily available resources for capital improvements, and focuses on "high benefit/low cost" solutions. Further, it supports and maximizes reliance upon services or improvements provided by other agencies, such as WSDOT and transit agencies, to help reduce local traffic congestion and therefore the need for City-funded transportation improvements.

The City will need to partner with public and private entities to realize this vision. The City has already established close working relationships with WSDOT and the transit agencies (Metro, Sound Transit). Throughout this project, the design team worked collaboratively with these agencies to identify and support transportation measures that would benefit the corridor as a whole. These partnerships have already produced dividends. Wayfinding signage on I-90 has been improved, and improvements at the Lakemont interchange will soon be underway. Other improvements under consideration include capacity improvements to the I-90 mainline, which would help reduce queuing at freeway entry points, and transit routing improvements to produce better service efficiencies. In addition, as a result of a partnership with the Mountains-to-Sound Greenway Trust, National Scenic Byway grant funds have been secured for MTS Trail design, a vital first step in realizing this important non-motorized transportation and recreation facility.

Partnerships with other agencies should also be pursued. For example, federal Center for Disease Control programs focused on obesity prevention (e.g., Communities Putting Prevention to Work grants) should be explored to help fund pedestrian and bicycle connectivity projects and grocery store retention or healthy corner store expansion. In addition, County, State, and federal funding may be available for environmental and recreational projects, such as through Washington's Recreation and Conservation Office and Department of Fish and Wildlife programs. A variety of other tools should be evaluated for their utility to Eastgate/I-90, including tax increment financing (TIF) to capture future tax gains to use toward improvements, and Local Improvement Districts (LIDs) and Business Improvement Districts (BIDs) for property or business owners to help fund projects that directly benefit them. Private interest groups and volunteer networks may also assist with activities such as tree planting and business, home, and park maintenance.

The transit-oriented core requires a comprehensive set of regulations and tools to attract the envisioned development. Development of properties near the transit site will require some capital improvements, such as the proposed "main street." Additionally, special on-site improvements such as landscaping and open space may be required of developers as part of an incentive package for more dense development. The City should determine the on-site capital improvements required by property owners as part of a redevelopment package so that those costs may be incorporated into development feasibility analyses. At the same time, the City should explore shared public/private funding mechanisms such as the LID and TIF tools mentioned above so that funds can be raised and allocated for projects that involve multiple properties, such as the proposed main street.

Appendix B, Transportation Strategies Report, provides a detailed description of the recommended transportation improvements and strategies for their implementation.

36 *Pedestrian environment under I-90 on Richards Road*

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Increase office presence in corridor
- Change from light industrial to office
- Allow offices with ground floor service uses
- Provide visibility from I-90
- Enhance stream corridors and vegetated areas

Maintain light industrial area
- Mix flex-tech uses with existing light industrial uses
- Enhance stream corridors and vegetated areas

Seek open space opportunities
- Drainage pond presents opportunity for parklike setting

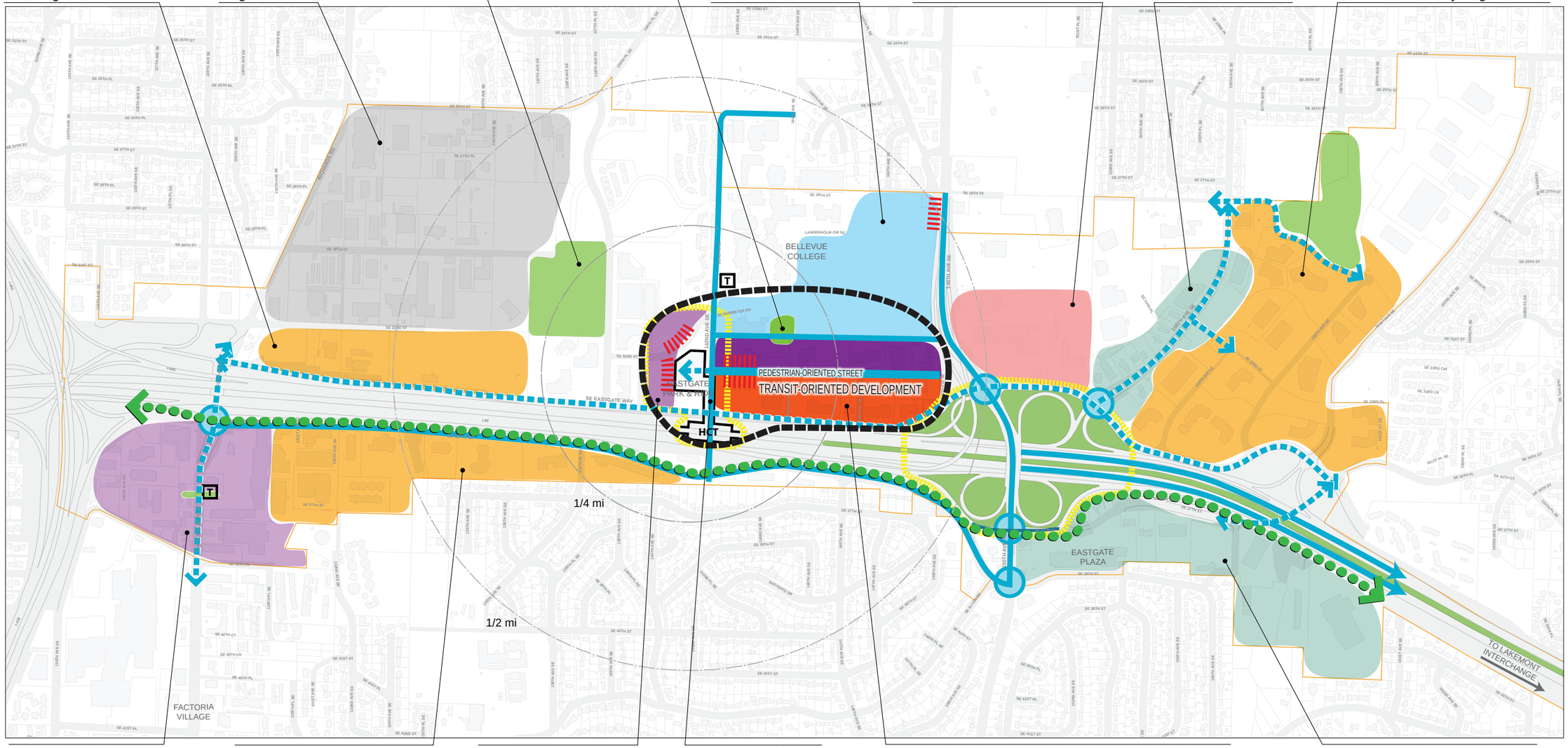
Add park/viewpoint
- Make use of views
- Aid hill climb
- Provide central meeting point

Increase Bellevue College presence and connections with surrounding community
- Allow institutional, retail, and residential
- 148th entrance could be anchored by institutional mixed use

Protect existing retail and make use of freeway exposure
- Allow office, retail, and service uses
- Protect existing retail
- Allow auto sales
- Office uses should include ground-floor retail, especially restaurants

Provide retail services for nearby offices and neighborhoods
- Allow retail with upper floor residential or office
- Improve pedestrian connections to nearby office uses

Provide higher quality office environment
- Allow additional office development
- Allow retail and service uses on ground floor
- Ensure new development addresses Phantom Lake water quality/quantity concerns and other concerns of nearby neighborhoods



- Residential commercial 1
- Residential commercial 2
- Office mixed use
- Office
- Commercial residential
- Commercial
- Light industrial
- Institutional
- Park
- Retail frontage
- Mountains to Sound Greenway Trail
- Non-motorized improvement
- Multi-modal improvement
- Intersection improvement
- Potential future High Capacity Transit hub
- Transit hub
- Gateway
- Transit-oriented development

0 200 400 800 Feet

Build on "Factoria Urban Village Concept"; utilize existing retail and transit
- Allow retail, hotel, office, residential
- Emphasize transit focus with enhance pedestrian environment along Factoria Blvd
- Include amenities with new development

Support business and increase office presence
- Allow increased office development
- Continue to allow auto sales
- Allow retail and service uses on ground floor
- Allow residential away from highway, in western portion
- Maintain office emphasis in eastern portion

Activate and make use of transit center
- Encourage multiple uses (office, retail, and residential)
- Emphasize transit focus with ground floor retail fronting Park & Ride

Improve 142nd bridge
- Improve bridge for pedestrians and current transit operations to/through Bellevue College
- Serve as gateway element

Transit-oriented core of Eastgate; high-activity hub with connections to Bellevue College
- Allow higher density to form Eastgate's central focal point
- Incorporate mixed uses (retail, residential, office, institutional) to create high activity hub
- Emphasize transit focus with enhanced pedestrian connectivity
- Provide terraced hill-side park for public gathering space
- Connect Bellevue College to southerly properties across steep slope
- Orient buildings to street grid
- Provide vertical access between 142nd bridge and ground level
- Encourage residential with ground floor retail on northern portion

Serve surrounding neighborhoods
- Emphasize neighborhood services (e.g., library, clinic, grocery)
- Allow retail, residential uses
- Allow office, hotel in east portion
- Limit building heights to be sensitive to single family neighborhood

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Eastgate/I-90 Land Use & Transportation Project

Appendix A: Preferred Alternative