



# Downtown Livability

**Date:** June 12, 2013  
**To:** Downtown Livability Advisory Committee  
**From:** Emil King AICP (425-452-7223, eaking@bellevuewa.gov)  
Patti Wilma (425-452-4114, pwilma@bellevuewa.gov)  
*Project Managers for Downtown Livability Initiative  
Department of Planning & Community Development*  
**Subject:** June 19, 2013 Advisory Committee Meeting

Enclosed you will find part 1 of an agenda packet for your second meeting next Wednesday, June 19th. We will begin at 6:30 p.m. in Room 1E-120 at Bellevue City Hall. Please expect to go to 9:30 p.m. The meeting will be co-chaired by Aaron Laing (Bellevue Planning Commission) and Ernie Simas (Bellevue Transportation Commission).

At the meeting we will review the Draft Advisory Committee Meeting Schedule and Stakeholder Engagement Opportunities for the coming months and discuss the draft module audits. The audits will be organized into three categories of common elements; Design – building height and form, the amenity incentive system, design guidelines, the Pedestrian Corridor and public open space, and the vision for the DT-OLB district, Connectivity – light rail interface/station area planning and Downtown parking, and Other – the range of targeted issues such as mechanical equipment screening, recycling and solid waste, vacant site and buildings, permitted uses, and vendor carts.

**We will be providing your packet in two parts. Part one that you have today includes the draft committee schedule, minutes from your May 15 committee meeting, short bios of staff and consultants, scopes of work for the project, and the latest update on the Downtown Transportation Plan provided to the City Council in March. Part two to be sent out by the end of the day on Thursday, June 13 will have the full set of draft audits. We've taken the last month to prepare these audits, and thank you for your patience as we wrap them up for committee and public review.**

We will have hard copies of all electronic packet materials for you on June 19th. Materials will also be posted on the City's project web site <http://www.bellevuewa.gov/downtown-livability.htm> and we will be sending an email to the interested parties list that this information is available along with details about your next meeting.

Please let us know if you have any questions prior to our meeting. We look forward to seeing you next week. This is an important project. We sincerely appreciate your time and effort.



# Downtown Livability

## ADVISORY COMMITTEE MEETING

Wednesday, June 19, 2013

6:30-9:30 p.m. • Room 1E-120

Bellevue City Hall • 450 110th Ave NE

## AGENDA

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- 6:30 p.m.            1.    **Call to Order, Approval of Agenda, Approval of 5/15 Minutes**  
*Co-Chairs Simas and Laing*
2.    **Introductions**
3.    **Public Comment**  
*Limit to 3 minutes per person*
- 6:50 p.m.            4.    **Review of Draft Advisory Committee Schedule and Stakeholder  
Engagement Plan – ACTION ITEM**  
*Emil King*
- REVIEW AND DISCUSSION OF DRAFT MODULE AUDITS**
- 7:00 p.m.            5.    **DESIGN MODULES**  
**Building Height and Form, Amenity Incentive System, Design Guidelines,  
Pedestrian Corridor and Public Open Spaces, Vision for DT-OLB District**  
*Project Staff and Consultant Team*
- 8:30 p.m.            6.    **CONNECTIVITY MODULES**  
**Light Rail Interface/Station Area Planning, Downtown Parking**  
*Project Staff*
- 9:00 p.m.            7.    **OTHER MODULES**  
**Mechanical Equipment Screening, Vacant Sites and Buildings, Recycling  
and Solid Waste, Vendor Carts/Mobile Food Trucks, Permitted Uses**  
*Project Staff*
- 9:30 p.m.            8.    **Adjourn**

*Agenda times  
are approximate*

Project web site located at: [www.bellevuewa.gov/downtown-livability.htm](http://www.bellevuewa.gov/downtown-livability.htm). For additional information, please contact the Downtown Livability project managers: Emil King (425-452-7223, [eaking@bellevuewa.gov](mailto:eaking@bellevuewa.gov)) or Patti Wilma (425-452-4114, [pwilma@bellevuewa.gov](mailto:pwilma@bellevuewa.gov)). Meeting room is wheelchair accessible. American Sign Language (ASL) interpretation available upon request. Please call at least 48 hours in advance. Assistance for the hearing impaired: dial 711 (TR).

CITY OF BELLEVUE  
DOWNTOWN LIVABILITY  
CITIZEN ADVISORY COMMITTEE  
MEETING MINUTES

May 15, 2013  
6:30 p.m.

Bellevue City Hall  
Room 1E-120

MEMBERS PRESENT: Aaron Laing, Ernie Simas, co-chairs; Patrick Bannon, Michael Chaplin, Hal Ferris, Gary Guenther, Brad Helland, Trudi Jackson, Loretta Lopez, Lee Maxwell, Erin Powell

MEMBERS ABSENT: Mark D'Amato, Jan Stout, David Sutherland, Ming Zhang

OTHERS PRESENT: Dan Stroh, Emil King, Patti Wilma, Department of Planning & Community Development

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER AND APPROVAL OF AGENDA

The meeting was called to order at 6:41 p.m. by Co-chair Simas.

A motion to approve the agenda was made by Mr. Helland. The motion was seconded by Mr. Guenther and it carried unanimously.

2. WELCOME BY MAYOR

Mayor Lee thanked the members for their participation in this important project. Downtown Bellevue is the goose that laid the golden egg; it is the reason the City's tax rates are low and certainly is a prime contributor to the City's economic health. It took good planning to develop the vision for the Downtown and good staff to carry out that vision. Plans, however, need to be updated and adjusted over time in order to be relevant. Bellevue is particularly strong because it goes to great lengths to involve its citizens in planning, and because its citizens are so willing to get involved.

Mayor Lee said a timeline for the study has been established, but stressed that the timeline is second to making sure the work is done right. Planning done right will assure that the goose will continue to lay golden eggs in the years to come.

3. COMMITTEE AND STAFF INTRODUCTIONS

Co-chair Simas asked the committee members and staff to introduce themselves.

Brad Helland said he serves as chair of the Environmental Services Commission and works as an environmental consultant.

Patrick Bannon said he serves as president of the Bellevue Downtown Association.

Gary Guenther said he works as a commercial real estate broker and would be representing the Bellevue Chamber of Commerce.

Erin Powell said she is a member of the Parks and Community Services Board, works at REI and lives in the Bellecrest neighborhood.

Loretta Lopez said she has for many years been very active with the Bridle Trails Community Club and lives in that neighborhood. She said she owns a business in the City and was chosen to serve as a citywide representative.

Trudi Jackson said she is a member of the Bellevue Arts Commission and is the executive director of the Bellevue Youth Symphony Orchestra.

Co-chair Ernie Simas said he is the current chair of the Transportation Commission.

Co-chair Aaron Laing said he is a member of the Planning Commission, lives in the Enatai neighborhood, and is a land use attorney.

Lee Maxwell, a resident of Surrey Downs just to the south of the Downtown, said she has in the past served on other committees on behalf of the City, including the committee that helped bring Meydenbauer Convention Center out of the ground.

Michael Chaplin said he works as an architect and has been in the Bellevue area for more than 30 years.

Hal Ferris, a member of the Planning Commission for the last seven years, said he is a real estate developer focused on infill, mixed use and student housing.

Planning Director Dan Stroh said he would be assisting the staff project managers for the project. He noted that he has been involved in a number of downtown planning efforts over the years.

Strategic Planning Manager Emil King said he was co-manager for the project.

Community Development Manager Patti Wilma said she was the other co-manager for the project.

#### 4. PUBLIC COMMENT

Mr. Brian Brand, owner of Baylis Architects in Bellevue, spoke representing the Bellevue Downtown Association as immediate past chair and member of the Urban

Planning and Transportation Committee, and the newly formed Land Use and Livability Committee which was created to assist in the Downtown Livability project. He said the Bellevue Downtown Association was actively involved in the Downtown Implementation Plan update in 2003 that produced recommendations for plan and code updates as well as forming the great place strategy. In 2004 the City and the Bellevue Downtown Association co-sponsored the Downtown Design Charrette that spent two days coming up with ideas for the Downtown; the charrette resulted in a sketchbook that was published by the City in early 2005. At about the same time the sketchbook came out, the Bellevue Downtown Association decided to form a land use task force, a committee which continues to be active. In 2010 the committee promoted the land use update and livability process that was voted down by the City Council due to budget considerations. The Council did, however, direct that the Downtown Transportation Plan be updated. In February 2012, the Bellevue Downtown Association adopted a land use and livability strategy and recommendations document which promoted updating the code, adding flexibility to allow for more creative design, and improving livability. The Bellevue Downtown Association also developed a new strategic plan focused on a thriving retail destination, a center of innovative companies and knowledge workers, and a healthy and engaged residential community. Copies of the Downtown land use and livability strategy document were made available to the CAC members.

Mr. Stu Vander Hoek with the Vander Hoek Corporation commented that one of Bellevue's strengths is the fact that the people who have the passion stay at the table. He noted that those selected to serve on the CAC have all been active in City issues over the years. He said he participated in the Downtown Implementation Plan update in 1989 and again in 2003. Plans that are made must be reviewed and updated over time to bring new and fresh ideas to the table, but decisions made in the past should not be forgotten or overlooked. The Bellevue Downtown Association intends to participate in an active way in the livability study. The study timeframe and budget are both tight so it will be challenging for the CAC members to work through and absorb all of the information the staff and consultants will bring forward. The Bellevue Downtown Association is concerned that the study may turn into something driven by the staff or the consultants instead of the CAC members. The scope for the study is broad and as such could lead to some misunderstandings. Digging deep and asking lots of questions will help. Downtown residents, business persons and customers all have expected outcomes for the effort, with predictability being high on the list.

Ms. Margot Blacker, 2011 100th Avenue NE, said she served on the City Council in 1990s and was president of the Northtowne Community Club in 1981 when the Downtown rezone was put into place. She said Northtowne was supportive of the rezone action that turned Bellevue from being a suburban city to an urban city. One thing that came out of the rezone was hard and fast boundaries on the north and west. The commitment to those borders have allowed residential Northtowne to thrive, which is unusual for an area close to an urban core. That commitment must be held inviolate. She said in 1992 she spearheaded an effort to place height limits on the O-1 and O-2 districts and to clean up the edges of the Downtown, and the reason was to avoid becoming a Seattle with 80-story buildings. The commitments made to design standards should be

kept because they will bring about excellent urban design, great streets, buildings without blank walls, and an orientation toward people.

Mr. Warren Koons, a board member of the Bellevue Downtown Association and co-chair of the land use and livability committee, urged the need to keep the process fair. The committee members should listen carefully to and seek information from stakeholders in the Downtown who will be most profoundly affected. The scope is broad and the timing is tight, but the study represents a great opportunity for the City. The ultimate product should include predictable yet flexible tools and should be practical and feasible while being forward looking. There is some skepticism among the members of the Bellevue Downtown Association that the study will simply be put on the shelf at the end, but every effort will be put into making sure that does not happen. The Bellevue Downtown Association intends to work collaboratively with the CAC and play a positive and supportive role.

Mr. Bob Wallace, PO Box 4184, said he has lived in Bellevue for the past 40 years and has in the past participated in efforts to revise codes in Seattle. He noted that the imposition of what seemed like good ideas in the past resulted in missing development cycles. Policies must be reasonable and make economic sense. It is in vogue in Seattle to give with one hand but extract with the other, and while that is the way things work, if the extractions are out of balance with respect to the benefits, nothing will happen. To some degree that balance is missing in the Bel-Red corridor where the land is not worth enough to justify tearing down the old existing buildings.

##### 5. REVIEW OF COMMITTEE CHARGE AND OPERATING GUIDELINES; CONFIRMATION OF ONGOING COMMITTEE MEETING SCHEDULE

Co-chair Laing called attention to the advisory committee operating guidelines and scope and Council principles. He said meetings are slated to occur on the third Wednesday of each month beginning at 6:30 p.m. While most meetings will run about two hours, some may need to be somewhat longer.

On the question of whether or not the CAC should meet in August, the month in which the Council and most of the city's boards and commissions do not meet, Co-chair Simas proposed not making that decision until the June or July meeting. Co-chair Laing allowed that a schedule has been established, but the group has also been admonished not just to get the work done but to get it done right, which could argue in favor of being flexible with the schedule.

Co-chair Laing said every attempt will be made to see decisions made by consensus. Where there is a need, however, votes will be taken and the majority will rule. The committee members were encouraged to attend all of the meetings to assure continuity and to allow for a diversity of opinions.

Ms. Maxwell asked if presentations made by consultants and stakeholders could be visually recorded. Mr. King said staff would look into that possibility.

Co-chair Laing reported that along with Co-chair Simas, Mayor Lee and Mr. Stroh, he met recently with a small group from the Bellevue Downtown Association to go over some details. He said the CAC will need as much information from the community as possible, and nothing should be done that would discourage anyone from providing feedback.

Mr. Helland stressed the need to have materials delivered to the members a full week ahead of meetings. Co-chair Simas said that has been shared with the staff. He added that there will be a general expectation that materials provided will be read ahead of committee meetings so discussions can be more productive.

Co-chair Simas said in addition to the scheduled meetings there may be an opportunity to conduct a couple of informational workshops depending on the direction the Committee takes.

With regard to the scope and principles, Co-chair Simas suggested that the document defines what the Committee asked been asked to accomplish. He said the project scope items shown in the left-hand column in the document are those the Committee will absolutely and positively need to get right; the items in the right-hand column are also important but fit into and are therefore ancillary to the left-hand column items. He allowed that the Committee is free to make adjustments to the project scope as deemed necessary to either add or subtract items.

Co-chair Simas reviewed with the CAC members the principles as adopted by the Council.

Ms. Lopez pointed out that several during public comment highlighted the need to keep in mind all the previous studies and suggested the Committee would benefit by having a short summary of the previous studies and the conclusions reached by them.

A motion to approve the operating guidelines as submitted was made by Mr. Helland. The motion was seconded by Ms. Maxwell and it carried unanimously.

## 6. PROJECT CONTEXT AND APPROACH

Mr. Stroh said livability, connectivity, community and sustainability are all words associated with cutting edge urban centers. With characteristics like those, urban centers are attracting the creative class, millennials, and those who are generally driving the economic engine of city centers. The Bellevue Downtown Association tour of Denver in the fall of 2012 highlighted how successful that city has been at attracting those who are fueling the innovation economy. Their work has involved a lot of elements that had to come together to make it happen, many of which are already in place in Downtown Bellevue. The list of elements includes a distinctive public realm with inviting public spaces; the idea of life first/work second; multiple overlapping activities, including diverse cultural pieces; mobility choices; sustainability; and memorability.

Bellevue as a whole encompasses some 32 square miles, whereas the Downtown Subarea covers only about two-thirds of a square mile, into which most of Bellevue's future employment and residential development will occur. Clearly the Downtown is important to the City's future growth strategy. There is an increasing interest in what should happen just east of the freeway in the Wilburton commercial district. The Medical Institution district to the north of NE 8th Street is burgeoning and becoming a significant development node.

The Downtown proper is bounded by single family uses on the north, west and south sides, something that is very unusual for city centers. At one time, the thinking was that the Downtown core would be populated almost entirely with office uses, but in fact residential uses have become a major land use. Most city centers tend to be elongated, but because Downtown Bellevue is a square, most amenities are within a five- to ten-minute walk. With only a couple of exceptions, there are buildings covering all of the Downtown area and redevelopment of the underused parcels can be expected. For many years most of the parking in the Downtown has been underground, but parking is a very expensive component of projects.

The Downtown is currently home to just over 43,000 jobs; the City as a whole has on the order of 140,000 jobs. The Downtown is by far the city's strongest regional center and will continue to be into the future. There are some 10,500 residents living in the Downtown, up from 7,300 at the time of the 2010 census. The expectation is that the residential figures will continue to grow at a healthy clip, with the forecast projecting close to 19,000 residents in the Downtown by 2030.

Continuing, Mr. Stroh shared with the committee a map showing the sites on which redevelopment is expected to occur. He said a 3D model will be used to help visualize building form and height during the study.

Co-chair Laing asked how the sites expected to redevelopment were selected and what the timeframe is for the anticipated redevelopment. Mr. Stroh said the sites were chosen by comparing what is currently on the ground against the value of the land. He said it will take many development cycles and many years to see all of the sites redeveloped. The point is that there are a number of sites involved which speaks to a future evolution of the Downtown.

Mr. King shared a map showing where people are living in the Downtown. He noted that 10 or 15 years ago there was no one living in the O-1 and O-2 districts, but with Lincoln Square, Bellevue Towers and the Bravern now in place, that has changed. Residential units are, however, spread out throughout the downtown land use districts. Moving forward the anticipation is that most of the blocks that currently have no residential units will in time.

Mr. King compared the 2010 census figures for the Downtown against the most current data for the downtown and for the City as a whole. He noted that in 2000 the median age

of the 2,500 Downtown residents was 57; currently the median age is only 34, which is lower than the City as a whole. Some 66 percent of all current Downtown residents are well educated, and the residents represent a wide mix of ethnicities mirroring the city as a whole.

Co-chair Laing said he would be interested to know the percentage split of downtown residents relative to renters and homeowners.

Mr. King explained that the study will not look to make other than tweaks and small changes to the Downtown Subarea Plan. The committee is charged with taking the broader perspective on code updates and providing sufficient detail for their recommendations; the Planning Commission will ultimately review specific code revisions prior to the Council adoption process.

Ms. Jackson noted that work to update the City's Comprehensive Plan is under way and she asked if the work of the CAC will feed into that work or if the focus will be on the Comprehensive Plan as it currently exists. Mr. King pointed out that while much of the Downtown Plan was adopted in 2004 it continues to provide good policy direction.

Mr. Stroh added that neither the Council or the staff anticipate that the Comprehensive Plan update work will include significant changes to the Downtown Subarea Plan. He clarified that the work of the CAC will differ from the work done by the Bel-Red CAC in that the focus for Bel-Red was on essentially effecting a fundamental transformation. That group worked to develop a vision for the corridor relative to the transportation and land use components. The Downtown Livability study will build on the pieces that are already in place that have been providing solid guidance.

Co-chair Laing said the Planning Commission is the only body required under growth management for dealing with long-range planning. The City's various boards and commissions chew on their individual parts of the elephant and make recommendations to the Planning Commission, which in turn incorporates to the degree possible those recommendations into the Comprehensive Plan and the Land Use Code before making an overall recommendation to the City Council, which has the final approval authority. As structured, the CAC will be providing a detailed recommendation to the Planning Commission.

Mr. King urged the members to think of the Downtown as a series of individual districts and neighborhoods. When the Downtown Plan was constructed ten years ago, names were given to the various districts as a means of breaking down the whole into more manageable pieces. The notion of signature or themed streets was developed at the same time and continues to be a planning tool for the committee to work with. The design charrette conducted several years ago resulted in some very good ideas for the Downtown, and the intent is to pull out some of the interesting conclusions to see how they might fit. The Great Streets document, while not codified, includes a number of good ideas regarding the street and sidewalk environment, and those ideas may be

applicable to the current study. The open space audit conducted a couple of years ago also includes ideas that will inform the work of the CAC.

Mr. King reminded the committee that the kickoff open house event for Downtown Livability was conducted in late November 2012; it was the first of the outreach efforts for the project and it was attended by some 150 people. That was followed in March 2013 with eight focus groups hosted over a period of seven days. The comments from each of the groups were captured and categorized by topical area for the CAC to review and build on. Walking tours were also scheduled and served as good opportunities to hear what people had to say about specific areas of the Downtown.

Mr. King briefly reviewed with the committee the topics to be discussed at each of the upcoming meetings. He allowed, however, that the schedule was subject to revision as necessary and noted that longer workshop meetings may be scheduled at which the range of alternatives to be analyzed could be identified. Mr. Stroh said staff will come to the workshops with ideas for various ways to frame the alternatives, but committee engagement will be needed to make sure the alternatives to be studied make sense and are acceptable to the committee.

Mr. Bannon asked how the consultants will be interacting with the committee. Mr. King said the consultants will act as an extension of the staff. They will conduct background work and will make some of the presentations to the committee, all the while working under the same guidelines as everyone else.

Mr. Ferris noted that the first topic under the change heading in the scope and principles document references what is working and what is not working. He said during the committee walking tour a number of things that are working were identified, but there were also things highlighted that are not working. If there is already a list of what is working and what is not working the work of the committee will be benefited. Mr. Stroh said the purpose of the audits was to take each of the issues, determine what the code says about each, and compare them to what is on the ground. The comments generated by the March focus groups inform that information. The CAC will use the audits and focus group comments to develop a set of objectives about what things should be reinforced and what things should be shifted a little bit.

Co-chair Laing pointed out the need to allow time for the stakeholders to take a really good look at the audits and add to the feedback received concerning them. The CAC members then need time to reflect on the feedback from the stakeholders before starting the work of chewing on the problems and defining alternatives.

Answering a question asked by Mr. Chaplin, Mr. Stroh said the schedule, which is admittedly aggressive, is not set in stone. He said when opening the Land Use Code, the longer the playing field is unclear, the more there will be issues faced by the development community, even when it is perceived that things will be better in the end. The aggressive timeline was developed with an eye on allowing for sufficient time to work through the issues, but if it needs to be adjusted it can be.

Mr. Helland noted that the packet materials included biographical information about each CAC member but not about the staff or consultants. He suggested having the latter would be useful for the committee.

Commissioner Ferris commented that Bellevue is in competition with other jurisdictions, many of which have recently been making big changes to their codes. Redmond has made land use changes for the Overlake area, Issaquah is working on changes, and Seattle just finished its South Lake Union study. He suggested that the City should take a careful look at what its strengths and weaknesses are along with all possible opportunities for addressing competition in the marketplace. Ms. Wilma said that certainly will part of the best practices analysis.

Co-chair Laing said his preference would be to host an open house event, collect feedback from the public, and allow the CAC time to digest that information before conducting the workshop. The audits were intended to provide some specific references to what the City was hoping to get, what the code says, what has actually been brought online, and what the public feedback has been. The committee is tasked with delving into the issues, not with just being told what works and what does not work. The schedule should allow for thoroughly reviewing the details and public comments before getting into deciding what should be done.

Mr. Helland suggested the schedule should be drafted to allow for a review of the audits, followed by formalizing the objectives, followed by the open house, followed by time to digest the outcome of the open house before holding the second round of focus groups and then conducting the alternatives workshop. He allowed that would push the schedule timeframe back.

Ms. Maxwell said the process as outlined is very front loaded as far as what the committee needs to do. It needs to be done right, and that will mean engaging the stakeholders in the initial audit decisions. Even if that takes a third of the overall time, that would be better than shooting ahead only to find it necessary to go back and make some adjustments.

Mr. Bannon agreed with the need to first build a foundation on which to work. Community input will be a vital component of the foundation.

Mr. Chaplin concurred with the need to understand the comments from the stakeholders and the public before the alternatives workshop.

Co-chair Simas said he was hearing the committee say it wanted to take up the audit reviews at the June 19 meeting and follow that up with the open house.

Mr. Helland suggested the open house could be scheduled for the week following the June 19 meeting, provided that would fit with staff's schedule.

Ms. Jackson commented that the open house and the second round of focus groups will be most productive if there is new information to discuss. If those elements are slated to occur too early in the process, there will be nothing to react to other than what is already known. She added that not all of the CAC members are in the development business and could benefit from a presentation on things such as building height and the trade-offs involved prior to conducting any more focus groups.

Ms. Chaplin asked if the workshops will be open to the public. Mr. Stroh said everything the committee does will be open to the public.

Answering a question asked by Mr. Chaplin, Mr. Stroh explained that the final recommendation will come from the committee, not the consultant or the staff. The consultant will play a supportive role to the committee and their products will be keyed to the committee's schedule. Their deliverables will be aimed at assisting the committee in making informed decisions.

Mr. Stroh said as originally laid out the audit was intended to serve as a diagnosis and an opportunity to be clear about the public feedback, melded with the professional judgments of staff regarding how the code provisions have played out over time. The audits were intended to highlight both what is working well and what needs some tweaking. The idea was that there was enough from the first round of focus groups and the audits to form a strong foundation. The workshop was seen as an opportunity to study a range of ways to address the issues identified and to put down on paper the range of alternatives to study. Once the committee is clear about the alternatives, it would be appropriate to schedule additional focus groups aimed at getting feedback regarding the alternatives. With the collective information in hand, additional tweaks and refinements can be made before finally deciding what direction to take. If, however, the committee wants to take more time to gain public feedback on the audits that can be folded into the schedule.

There was consensus to involve and seek public input regarding the audit, the alternatives, and the committee's recommendation before forwarding the full package on to the Council. The staff agreed to come back on June 19 with a modified schedule.

#### 7. REVIEW OF SCOPE ELEMENTS AND PUBLIC INPUT TO DATE

There was agreement to hold this item over to the June 19 meeting.

#### 8. ADJOURN

Co-chair Laing adjourned the meeting at 9:02 p.m.



# Downtown Livability

## DRAFT ADVISORY COMMITTEE MEETING SCHEDULE

June 19, 2013 (subject to revision)

MAY 2013 →	JUNE	JULY
5/10: AC Packet 5/15: AC Mtg #1 - Orientation (2 hrs)	6/12: AC Packet, pt. 1 6/13: AC Packet, pt. 2 6/19: AC Mtg #2 – Review Draft Audits (3 hrs)  6/27 (5-7pm) & 6/28 (8-10am): Open House/ Focus Groups – Feedback on Draft Audits	7/10: AC Packet 7/17: AC Mtg #3 – Finalize Audits & Identify Draft Range of Alternatives (4 hrs)  7/25 (4:30-7pm): Open House/Focus Groups – Feedback on Draft Range of Alternatives
AUGUST	SEPTEMBER - tentative	OCTOBER - tentative
NO AUGUST COMMITTEE MEETING	9/11: AC Packet 9/18: AC Mtg #4 – Approve Range of Alternatives for Analysis (3 hrs)	10/9: AC Packet 10/16: AC Mtg #5 – Part 1: Review Alternatives Analysis (3 hrs)  10/29 (8-10am, 5-7pm): Open House/Focus Groups – Feedback on Analysis/Preferred Alts
NOVEMBER - tentative	DECEMBER 2013 - tentative	
11/13: AC Packet 11/20: AC Mtg #6 – Part 2: Review Alternatives Analysis, Direction on Preferred Alts (4 hrs)	12/4: Open House/Focus Groups – Feedback on Analysis/Preferred Alts  12/11: AC Packet 12/18 Mtg #7 - Finalize Committee's Recommendations (3 hrs)	



# Downtown Livability

## Staff and Consultant Short Bios

June 19, 2013

### CITY STAFF

#### **Emil King AICP: Downtown Livability Co-Manager**

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Emil King is the Strategic Planning Manager in the City's Department of Planning & Community Development. He has been with the City since 2000, working on a variety of land and transportation planning efforts, including the 2004 Downtown Implementation Plan, Bel-Red, East Link, and Council/City Manager special projects. Emil is also in charge of the forecasting and demographic/economic trends analysis group at the City. Emil has a master's degree in urban planning from the University of Washington and an undergraduate degree in economics from the University of Hawaii.

#### **Patti Wilma: Downtown Livability Co-Manager**

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Patti Wilma has worked for the City of Bellevue for over 28 years. Starting in the Land Use Division in 1984 she conducted Design Review primarily for Downtown development and managed the Land Use Urban Design Team for 15 years. Since 2007 Patti provides urban design expertise to other City departments and manages the Community Development Program in the Department of Planning & Community Development with a focus on city-wide projects such as Urban Boulevards and East Link. She is a Washington State registered architect.

#### **Dan Stroh: Planning Director**

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Dan Stroh has been Planning Director for Bellevue since 1998, over a period that has seen the city evolve as an increasingly significant metropolitan center for the central Puget Sound region and a nationally recognized urban center. He oversees programs in comprehensive planning, neighborhood outreach, and community mediation. Dan is a native of North Carolina, where he spent the early part of his career in community development. B.A. College of William and Mary; Year abroad at the University of Edinburgh, Scotland; Masters in Regional Planning from University of North Carolina at Chapel Hill.

# **MAKERS ARCHITECTURE & URBAN DESIGN**

## **John Owen AIA: Urban Design Lead**

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John Owen is the urban design lead and will assist Bob Bengford as needed. Bob and John have worked together in this capacity on numerous projects over the past 15 years. Throughout 32 years of professional practice, John has completed a diverse array of projects ranging from downtown revitalization plans and public improvement projects to site master planning, comprehensive planning, and urban design projects. The common threads in his work are team oriented community participation, accomplished technical capabilities, outstanding graphic talent, responsive project management, and personalized professional service. John's work has assisted many communities in successfully revitalizing their downtowns. A survey of his downtown development plans that have been successfully implemented includes Redmond, Juanita, Mill Creek, Auburn, Kirkland (guidelines), Bainbridge Island, Tacoma Waterfront, Issaquah, Everett, and the Seattle neighborhoods of Capitol Hill, University, and Columbia City.

## **Bob Bengford AICP: Consultant Team Manager**

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Bob Bengford will manage the project and lead the code update/design standards, and document production components. Bob has managed a great number of similar projects including the award winning Everett Downtown Plan and Wenatchee Riverfront Plan, plus Sammamish Town Center Plan and Chelan Downtown Plan and code. Bob's first project at MAKERS was the Northeast and Southeast Yakima Neighborhood Plans 15 years ago (with John Owen) – a project that involved several public workshops, stakeholder interviews, community vision statement, design guidelines, and an implementation strategy.

## **Rachel Miller: Urban Designer**

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Rachel Miller will provide urban design, geographic information systems, and land use planning expertise. Rachel applies strong graphics, mapping, writing, community outreach, and analytical skills to a variety of projects at MAKERS. She has worked with John and Bob extensively on similar projects over the last three years. In 2012 Rachel prepared plans and illustrations of proposed transit-oriented development for the Eastgate park-and-ride in Bellevue and infill development for Tumwater's section of Capitol Boulevard. She has assisted Bob on several zoning and design guideline projects, including before and after illustrations, 3D models, and outreach efforts.



# **Downtown** Transportation Plan Update

## **SUMMARY REPORT TO COUNCIL**

March 11, 2013

This document provides background information on the Downtown Transportation Plan Update (DTP) to accompany the Bellevue City Council Agenda Memo and presentation for the March 11, 2013 Study Session.

## **BACKGROUND**

The Downtown Subarea Plan was adopted in 2004 contains policies that guide the physical development of Downtown Bellevue and a transportation project list to accommodate the forecast travel demand through 2020. The update of the Downtown Transportation Plan acknowledges changed circumstances since 2004, and considers land use and transportation changes anticipated to 2030. Recommendations for Downtown transportation policies and projects will be integrated with the Downtown Livability Initiative in a comprehensive package of Subarea Plan and Land Use Code amendments due for Council consideration in early 2014.

While the Transportation Commission has not yet developed a comprehensive slate of recommended transportation policy or projects, they have discussed policy concepts and vetted preliminary projects that address a person's ability to get around Downtown. Adopted measures of effectiveness will help in evaluating project concepts and balancing needs among roadway users, transit riders, pedestrians and bicyclists. What is emerging is an understanding that programmed roadway capacity projects in and around Downtown will provide an adequate vehicular level of service in 2030, while significant improvements are needed in pedestrian and bicycle facilities and transit service and facilities.

Beginning in the summer of 2011 staff has engaged the community in dialogues to understand the issues and opportunities related to Downtown mobility. Staff meets monthly with the Transportation Commission, which is the Council-appointed advisory body for the DTP. Each month staff and the Commission discuss a discrete Downtown mobility topic and formulate preliminary project concepts. In addition, staff regularly provides DTP updates to community organizations and maintains a [project web site, http://www.bellevuewa.gov/downtown-transportation-plan-update.htm](http://www.bellevuewa.gov/downtown-transportation-plan-update.htm). Downtown mobility was a key topic at the Downtown Livability Initiative open house held on November 29, 2012. A Spring Transportation EXPO is planned for April 24, 2013 - the Downtown Transportation Plan Update will have a significant

presence at this event to highlight preliminary recommendations, answer questions and to gather input.

## **DOWNTOWN MULTIMODAL TRANSPORTATION COMPONENTS**

Community outreach has identified issues and opportunities related to four Downtown mobility components: Private Vehicles (Roadways), Transit, Pedestrians, and Bicycles. Staff and the Transportation Commission have used projected 2030 land use and travel demand to identify Downtown mobility needs and have developed preliminary policy and project proposals to address them. Through this process we have uncovered some significant mobility gaps, some pleasant surprises and some issues that will be referred for further analysis to the Downtown Livability Initiative. Recommendations for transportation policies and projects will include early implementation solutions for each transportation mode.

## **ROADWAYS:**

### **TRAVEL DEMAND MODELING AND INTERSECTION LEVEL OF SERVICE**

Analysis of the 2030 travel demand and intersection level of service (LOS) are quantitative metrics that will help identify transit and roadway mobility issues and inform the development of policies and project concepts. Adopted measures of effectiveness for private vehicle passenger mobility are related to the delay at intersections measured in seconds and to the travel time along roadway corridors, both of which can be derived from the modeling.

Anticipated land use and planned transportation capacity projects are significant inputs to travel demand modeling. 2030 Downtown land use is projected to accommodate 70,300 jobs and 19,000 residents, an increase of 27,775 jobs and 12,142 residents over the 2010 Base Year, as shown in Table 1.

**Table 1**

<b>Downtown Bellevue</b>	<b>2010 (Base Year)</b>	<b>2030 (Baseline)</b>	<b>Growth</b>
<b>Employment</b>	42,525	70,300	+27,775/65%
<b>Population</b>	6,858	19,000	+12,142/177%

### **2030 TRANSPORTATION NETWORK ASSUMPTIONS**

The assumed 2030 transportation network includes many roadway capacity projects that support Downtown mobility and transit service enhancements such as East Link and RapidRide. Significant roadway projects outside of Downtown provide a benefit to Downtown by improving overall circulation. Within Downtown, the planned expansion of NE 2<sup>nd</sup> Street and 110<sup>th</sup> Avenue NE provide additional vehicular capacity to accommodate growth.

## **2010 BASE YEAR ROADWAY NETWORK**

The 2010 Base Year modeling platform is the platform for the Bellevue-Kirkland-Redmond (BKR) forecasting model used to determine Downtown Bellevue travel demand. The 2010 BKR network consists of the regional highway system, and roadways in the Bellevue, Kirkland and Redmond area.

## **2030 BASELINE PROJECTS - “NO BUILD” SCENARIO**

The 2030 Baseline “No Build” roadway network adds new projects in Bellevue, adjacent cities and the greater Central Puget Sound Region. These assumed projects are funded or committed by the State, regional and local agencies, plus other projects that are considered to be “reasonably foreseeable” by 2030. These projects are added to the 2010 Base Year network.

The 2030 “reasonably foreseeable” projects are Bellevue CIP and TPF projects, plus those funded through Sound Transit 2 (2008) for East Link, Transit Now (2006) for Rapid Ride, Transportation Nickel Package (2003), Transportation Partnership Account (TPA) package (2005), American Recovery and Reinvestment Act (ARRA) and selected projects in the Puget Sound Regional Council’s Destination 2040 plan. Within King County these funding packages support major regional roadway projects such as the Alaskan Way Viaduct and Seawall Replacement Project, SR 520 Bridge Replacement and HOV Project and the I-405 Corridor Program.

Specific Bellevue roadway capacity projects coded in the BKR model that affect Downtown Bellevue include the following:

- **NE 2<sup>nd</sup> Street:** Widen to 5 lanes between Bellevue Way and 112<sup>th</sup> Avenue NE
- **110<sup>th</sup> Avenue NE:** Widen to 5 lanes between NE 6<sup>th</sup> Street and NE 8<sup>th</sup> Street
- NE 4<sup>th</sup> Street and NE 6<sup>th</sup> Street extensions
- **120<sup>th</sup> Avenue NE:** Widen to 5 lanes between NE 4<sup>th</sup> Street and NE 18<sup>th</sup> Street
- **124<sup>th</sup> Avenue NE:** Widen between NE 8<sup>th</sup> Street and NE 15<sup>th</sup> Street
- **NE 15<sup>th</sup> / 16<sup>th</sup> Street:** New segments in the Bel-Red Subarea
- **Bellevue Way SE:** One HOV lane southbound from 112th Avenue SE to the South Bellevue Park & Ride to align with the planned southbound HOV lane between the park and ride and I-90

## **2030 “BUILD” SCENARIO PROJECT LIST**

The projects listed below are those that have been advanced, both in terms of design and funding commitment, to the point where they can be realistically added to the transportation network that directly and indirectly supports Downtown Bellevue mobility. These 2030 “Build” scenario projects have evolved through planning efforts outside of the Downtown Transportation Plan Update, for instance the Bel-Red Subarea Plan, Bellevue-Redmond-Overlake Transportation Study (BROTS), Mobility & Infrastructure Initiative, and the I-405

Master Plan. The following projects are included in the 2030 Build scenario and are added to the 2030 Baseline:

- **SR 520:** New ramps to/from east @ 124<sup>th</sup> Avenue NE to complete the interchange
- **SR 520:** Slip ramp eastbound under 148<sup>th</sup> Avenue NE to connect to 152<sup>nd</sup> Avenue NE
- **I-405:** Southbound braid from SR 520 to NE 10<sup>th</sup> Street
- **I-405:** Add one auxiliary lane (collector/distributor lane) each northbound and southbound, between SE 8<sup>th</sup> Street and SR 520. The portion north of Main Street will be accomplished through restriping not additional widening.

## 2030 TRAVEL DEMAND

As Downtown grows, so does overall trip-taking by residents, employees and visitors. The BKR travel demand model projects a 73% increase in the number of daily Downtown “person trips” between 2010 and 2030. A person trip is one that is taken between transportation analysis zones or TAZs, which in Downtown consist of each superblock...trips taken within a superblock are not counted. Table 2 provides details on the anticipated growth of each type of person trip taken into, out of and within Downtown Bellevue, regardless of mode (walk, bicycle, transit, private auto). The numbers are based on “trip ends” such that when a person travels from home to work and back again, that is considered two Home-Based Work trips. When a person travels from the office to lunch and back, that is considered two Non-Home Based trips. Home-Based Other trips are those between home and the store, or to school, park, library, etc.

**Table 2**

Type of Trip (rounded to nearest 1,000)	2010	2030	Growth
<b>Home-Based Work Trips</b>	55,000	104,000	49,000/89%
<b>Home Based Other Trips</b>	188,000	317,000	129,000/69%
<b>Non-Home Based Trips</b>	150,000	244,000	94,000/63%
<b>TOTAL</b>	385,000	665,000	280,000/73%

Of the person trips forecast for 2030, 424,000 have an origin outside of Downtown with a destination within Downtown and 104,000 originate Downtown with a destination elsewhere. The balance of the 2030 trips are the 137,000 internal trips that have both an origin and a destination in Downtown. An important consideration for the internal Downtown trips is the “walk trip”.

## WALK TRIPS

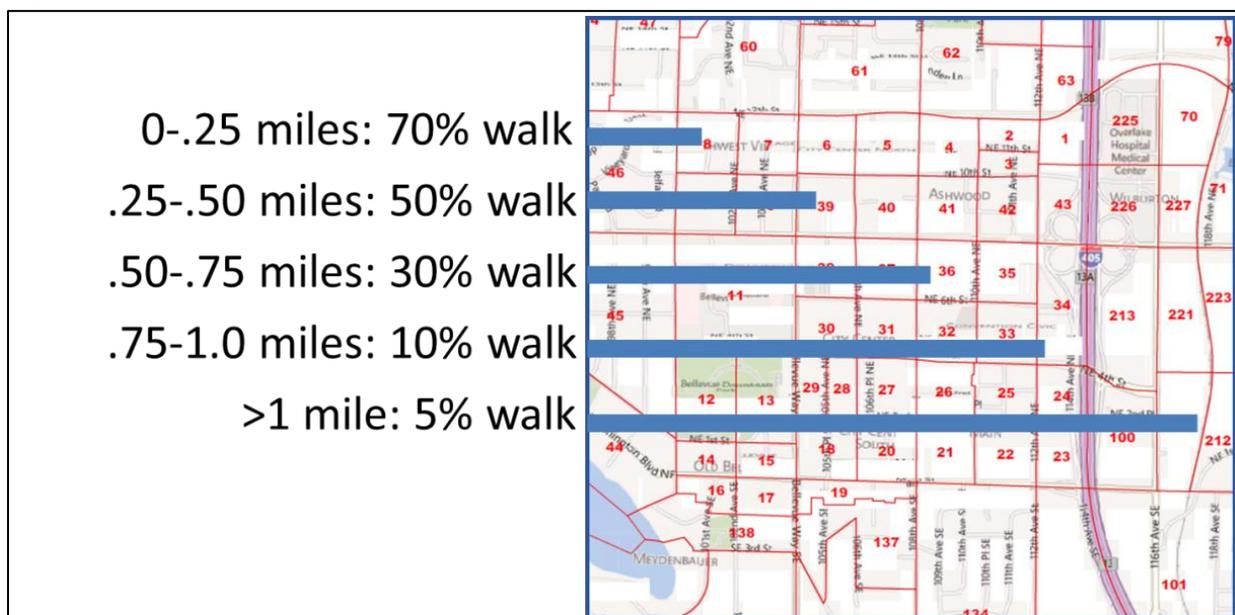
In the BKR travel demand model, any trip taken for any purpose between TAZs is considered to be a vehicle trip, even for a short trip between the small TAZs in Downtown Bellevue. BKR

results do not identify walk trips, only vehicle trips (Transit, HOV, SOV) therefore a supplemental calculation was performed to derive walk trips from the overall travel demand.

Travel demand modeling exaggerates the number of vehicle trips made within Downtown, because not everyone Downtown arrives with a car, and many people Downtown will walk between destinations that are not far apart, whether or not they have a car. Exaggerated travel demand may also exaggerate the forecast intersection delay and degrade the level of service, so the work to calculate walk trips was important.

People who arrive Downtown on transit or in a carpool may not have access to a car during the day, so the non-home based trips that they take internal to Downtown will likely be walk trips. These trips would be taken “off the top” of the total travel demand based (137,000 trips) on a “no car available” factor. For those who arrive Downtown in a car many of the trips they take internal to Downtown would also be walk trips. The factor used to determine the likelihood of a person taking a walk trip is the distance between trip origin and destination. Staff developed a simple distance-based methodology to calculate the percentage of walk trips relative to the total number of trips, shown on the Downtown TAZ base map in Figure 1.

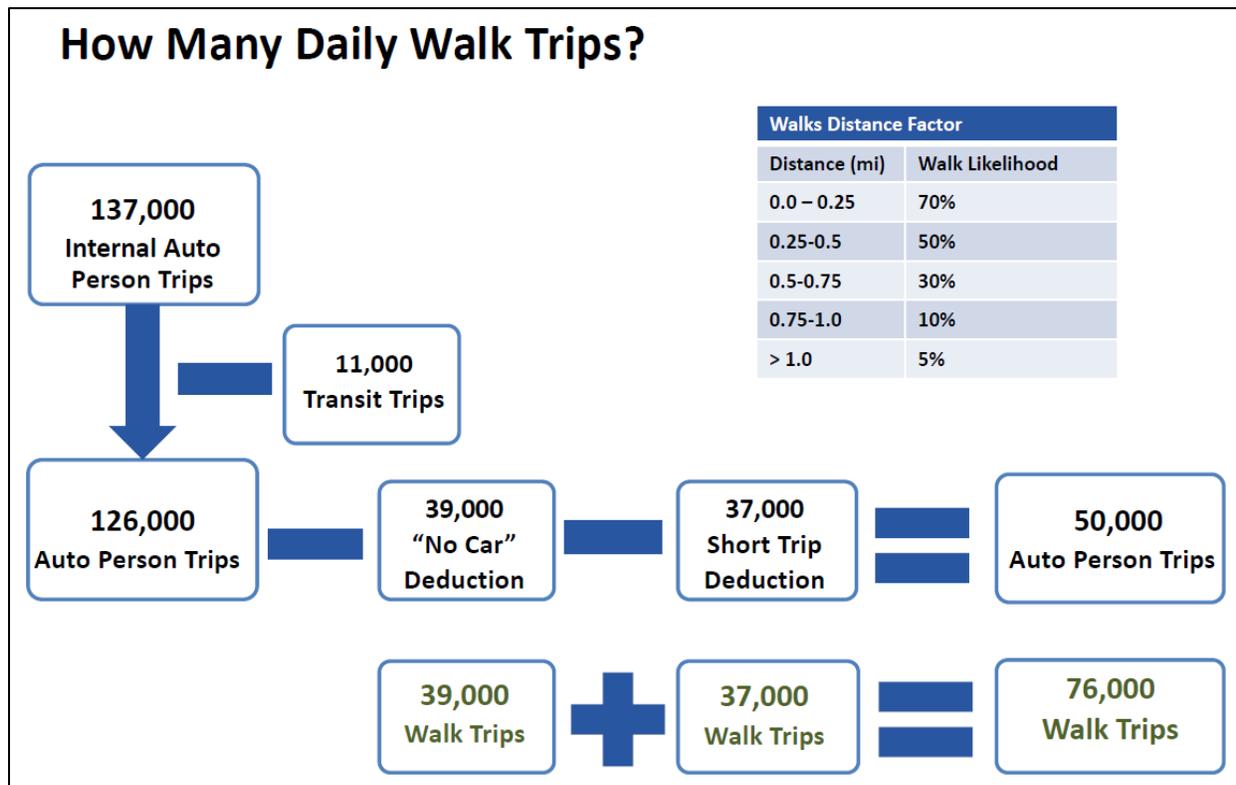
**Figure 1. Distance Methodology for Internal Walk Trip Calculation**



For an example in applying this distance methodology: consider the internal trips taken between Bellevue City Hall and Meydenbauer Center (0-.25 miles); at least 70% of them are likely to be walk trips, whereas of the trips between City Hall and Bellevue Square (.5 -.75miles), 30% are likely to be walk trips. While other factors play a role in a person’s decision to walk or use a vehicle – weather, packages to carry, parking availability and cost, hills, etc, - for this purpose, staff applied a deduction for walk trips based only on distance, and we think this is a very conservative approach.

Based on the 2030 forecast of 137,000 daily person trips internal to Downtown, the walk trip methodology yields about 76,000 daily Downtown walk trips with a residual of 50,000 daily private vehicle trips. See Figure 2 below for a depiction of the methodology.

**Figure 2. 2030 Walk Trip Calculation Methodology**



### INTERSECTION LEVEL OF SERVICE

Staff in the Transportation Modeling and Analysis Group led by Judy Clark built and implemented a traffic operations model – using the program “Dynameq” – to produce a dynamic traffic assignment result. This program uses the macro-level information from the BKR travel demand model to forecast intersection level of service. Unlike the micro-analysis “VISSIM” model, Dynameq does not include data on pedestrians at crosswalks or mid-block crossings, and the version used in this analysis does not make adjustments for transit activity – that can be done at a later date. However, the analysis does include the adjusted number of internal vehicle trips that resulted from the “walk trip” deduction.

With this Dynameq model, staff analyzed the intersection level of service for the 2030 Baseline condition “No Build” and made a comparison with a 2030 “Build” scenario that includes the additional roadway capacity projects identified above.

As shown in Table 3, the PM Peak Hour intersection level of service (LOS) decreases, as would be expected, from the 2010 base year to the 2030 Baseline due to additional traffic delay at signalized intersections. Perhaps surprisingly, the Downtown intersections function at an overall LOS E with an average 56 seconds of delay in the 2030 Baseline. With the projects in the

2030 “Build” scenario added to the 2030 Baseline, the Downtown traffic level of service would improve to LOS D with an average of 48 seconds of delay, even though most of these projects would be located outside of Downtown. Attachment 1 is tabular data and a map of the level of service and delay for each Downtown intersection.

**Table 3**

<b>Downtown</b>	<b>2010 Base Year</b>	<b>2030 Baseline “No Build”</b>	<b>2030 “Build” Scenario</b>
<b>PM Peak Hour Volume</b>	82,000	112,000	119,000
<b>Average Intersection Delay per Vehicle (seconds)</b>	27	56	48
<b>Level of Service (LOS)</b>	C (LOS C ranges from 20-35 sec)	E (LOS E ranges from 55–80 sec)	D (LOS D ranges from 35–55 sec)
<b>Total Vehicle Delay in Hours in the PM Peak Hour</b>	600	1,700	1,600

### **MODELING SUMMARY FINDINGS AND CONCLUSIONS**

Results from travel demand modeling and roadway operational analysis are one component of the measures of effectiveness to evaluate future Downtown Bellevue mobility. Overall long-term mobility will involve providing the right facilities that balance the evolving needs of pedestrians, bicyclists, transit riders (who are also pedestrians or bicyclists at some points in their trip) and automobile drivers and passengers (who, as we have seen, also walk in significant numbers in Downtown Bellevue). Using modeling tools and based on assumptions for 2030 land use and the future transportation network, staff concludes the following regarding roadway capacity:

- 2030 Baseline “No Build” congestion within Downtown Bellevue is not gridlock, and in fact the overall level of service is within the adopted LOS standard for Downtown
- 2030 “Build” scenario of planned regional and local projects built outside of Downtown Bellevue will improve access to the regional roadway system (I-405) and connectivity to east Bellevue and the Bel-Red Subarea
- 2030 “Build” Scenario projects will help reduce congestion within Downtown, especially on east-west arterials
- Additional general purpose vehicular capacity beyond the 2030 “Build” scenario projects is not shown by the modeling to be needed within Downtown Bellevue to accommodate 2030 projected growth
- Modeling does show that certain intersections may have excessive delay and require additional analysis

- Implementation of adaptive signal system technology (SCATS) at Downtown intersections is optimizing the available capacity in the roadway system – and also better accommodating the needs of pedestrians and transit

## **TRANSIT**

Through community outreach, travel demand analysis and conversations with the Transportation Commission, four transit components have emerged as topics that are highlighted in the Downtown Transportation Plan Update: Transit Coverage; Transit Capacity; Transit Speed and Reliability; and Transit Passenger Comfort, Access and Information. Each of these topics will be discussed separately below. First, an overview of the transit demand as forecast by the BKR travel demand model.

### **TRANSIT DEMAND**

The BKR travel demand model provides a forecast for transit trips that are generated by Downtown growth. Similar to the analysis of roadway capacity, transit demand analysis provides a look at transit demand relative to projected transit supply so that measures can be taken to bridge the gap. Table 4 provides a summary of transit demand – the numbers indicate both boardings and alightings that occur in Downtown Bellevue, but not transfers that have a destination outside of Downtown. The model results have been adjusted to account for the short trips within Downtown that are more likely to be on foot than on transit. Note that the model anticipates significant growth in transit activity in Downtown Bellevue.

While a five-fold increase in total transit trips between 2010 and 2030 is substantial, a breakdown of the actual transit trips makes the numbers more manageable.

**Table 4. Downtown Transit Ridership Forecast**

Transit Trips (rounded to nearest 1,000)	2010	2030	Growth
Total Boardings + Alightings	11,000	62,000	51,000
Adjusted Total Boardings + Alightings	10,000	57,000	47,000
<b>2030 Transit Boardings + Alightings by Destination</b>			
Trips Entering Downtown	47,000		
Trips Leaving Downtown	4,000		
Trips Staying Downtown	6,000		
<b>2030 Boardings + Alightings by Purpose</b>			
Home-Based Work		36,000	
Home-Based Other		15,000	
Non-Home Based		6,000	
<b>2030 Boardings + Alightings by Time of Day</b>			
AM Peak			15,000
PM Peak			17,000
All other times			25,000

**TRANSIT COVERAGE**

Downtown transit coverage is the calculated percentage of residents and employees who have access to the frequent transit network. A couple of definitions are appropriate here. The frequent transit network as used for DTP is 15-minute or better transit service with a 20-hour span of service - consistent with the King County Metro definition. One or more bus routes may combine to provide frequent transit service such that two routes each with 30 minute service provide 15-minute service along the corridor where they operate together. Transit coverage, for DTP purposes only, is the percent of Downtown residents and employees who live or work in a transportation analysis zone (TAZ) that is touched by a 600-foot radius circle from a bus stop with frequent bus transit service or a light rail station. A 600-foot radius was selected because it is the approximate length of a block/TAZ in Downtown Bellevue – this is a small scale relative to typical light rail transit planning metrics of ¼ mile, or 5-minute walk distance, but it reflects the Downtown walk environment. The 600-foot radius plus the 600-foot block length results in a transit coverage calculation within about 1,200 feet (1/4 mile) of a transit stop. To support pedestrian access to transit, particular attention would be paid to pedestrian facilities – sidewalks, crosswalks, mid-block crossings, and through-block connections – in the blocks that are touched by the 600-foot radius. A more detailed future analysis may include actual walk

distance from bus stops – a walkshed analysis – but the number of bus stops and the walkshed variability make such an analysis impractical for the DTP.

Forecast population and employment is done citywide by TAZ, so for Downtown we can estimate the location of the future residents and employees. Since we can anticipate the location of bus stops and LRT stations, we can relatively easily calculate transit coverage – and the results for Downtown may be surprising. For 2010, given actual data on population and employment, and the known location and frequency of bus service, the calculated transit coverage is at 86%. For 2030, assuming East Link, Rapid Ride, and some modified transit routes, the transit coverage factor increases to 97%. These figures include only Downtown employees and not those in the Hospital district where in 2010 transit service was not that great, but now has RapidRide service and in 2030 is well served by East Link and a frequent bus route along 116<sup>th</sup> Avenue NE.

While impressive, these transit coverage numbers do not necessarily indicate that transit passengers would get a one seat ride anywhere they want to go in Downtown Bellevue. It simply means that frequent transit service is proximate to most people who live and work in Downtown. Some walking is necessary and a transfer may be required, but overall Downtown is now, and is expected to be well served by transit.

Preliminary recommendations based on this finding assume a modification of some transit routes to better serve the northwest and southeast quadrants of the Downtown, a successor to the ST 550 route to serve the southwest quadrant, and a frequent route on 116<sup>th</sup> Avenue NE to serve the hospitals.

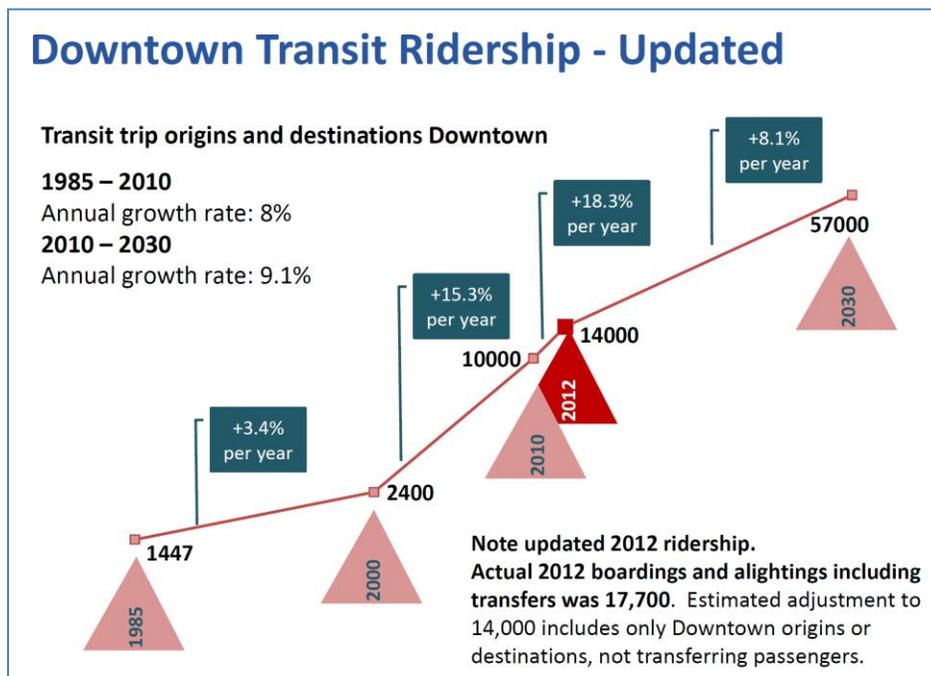
### **TRANSIT CAPACITY**

As shown by the transit demand numbers in Table 5, there is a substantial estimated increase in the number of people expected to use transit in 2030. Table 5 and the accompanying Figure 3 reveal that large percentage increases in transit use are not unprecedented in Downtown Bellevue. In 1985, according to the CBD Implementation Plan DEIS, there were 1,447 daily transit trips with a Downtown Bellevue destination, of which 783 were work trips and 664 were non-work trips. At the Bellevue Transit center in 1986 there were 1,850 boardings and alightings, with 1,075 of those being transfers to other buses with a destination elsewhere. The number of Downtown daily transit trips in 2000, according to the Downtown Implementation Plan Update DEIS was 2,400. Each of these documents also forecasts transit demand and states that an increase in transit service will be needed to accommodate the anticipated demand.

Table 5

Year	Daily Transit Boardings + Alightings
1985	1,447 (actual)
2000	2,400 (actual)
2010	10,000 (modeled, walk trip adjusted)
2012	17,700 (actual)
2030	57,000 (forecast, walk trip adjusted)

Figure 3. Downtown Transit Ridership

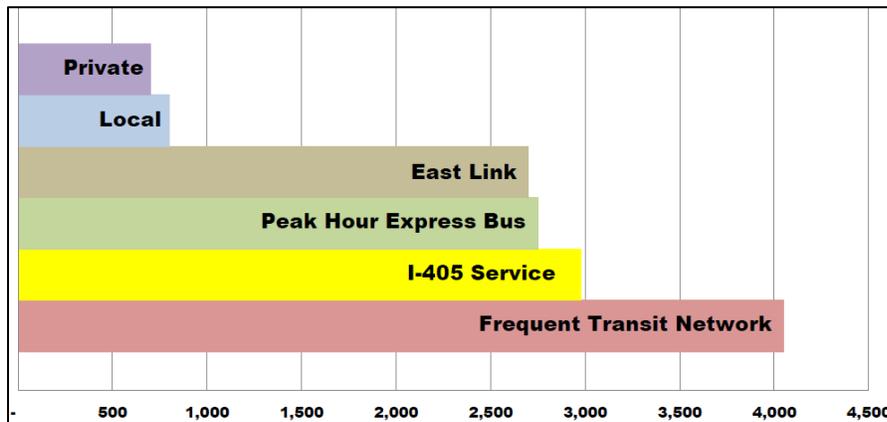


In 2010, about 1,150 daily bus trips provided seats (or standing room) for the estimated 10,000 daily transit passengers. By 2030, the number of daily bus trips is projected to increase to 1,750 - an increase of 50% over 2010. In the 2030 PM Peak hour throughout Downtown, there are about 210 buses per hour plus East Link, and about 57,000 transit riders total. PM Peak ridership is comprised of 3,000 transit passenger trips destined for Downtown Bellevue, and 14,000 transit passenger trips outbound from Downtown. The challenge for transit capacity is the larger number of outbound passenger trips and the number of buses required to accommodate those passengers. With that factor in mind the transit service is expected to be provided by transit agencies and the private sector through a variety of service types as follows and as shown in Figure 4 - the number of transit trips is outbound from Downtown in the PM peak (14,000 transit trips):

- Local Bus: 16 per hour, 800 transit trips
- Private Service (ie. Microsoft Connect): 14 per hour, 700 transit trips
- I-405 Service: 52 per hour, 3,000 transit trips

- Peak Hour Express: 50 per hour, 2,800 transit trips
- Frequent Transit Network: 75 per hour, 4,000 transit trips
- East Link: 16 per hour, 2,700 transit trips (based on 7.5 minute headway)

**Figure 4. PM Peak Hour Boardings by Service Type**



Transit capacity factors include the ability of passengers to find seats or standing room on buses and trains, plus the ability of the surface streets to accommodate the anticipated number of buses. As noted above, the amount of daily transit service needed in 2030 is about a 50% increase over 2010. The role of the Downtown Transportation Plan is to identify this potential service gap for elected officials and the community, but not to develop a plan for how to fill that gap. The DTP will identify the infrastructure needs to accommodate the 2030 bus trips. Since PM Peak hour is the period in which there is the greatest demand for roadway space and intersection time, we have focused on the 210 buses moving on Downtown streets in the PM Peak (5PM to 6PM). We have also studied the capacity of the Bellevue Transit Center during this period.

The 210 PM Peak hour buses are concentrated in the core of Downtown near the Transit Center. 108<sup>th</sup> Avenue NE and NE 6<sup>th</sup> Street near the Transit Center are expected to carry the most buses, with about 120 to 150 buses per hour moving in both directions. As buses flow through Downtown they disperse to the street grid, yet some arterials will carry substantial bus volumes. Segments of Main Street, for example will have about 60 to 90 buses per hour, parts of NE 4<sup>th</sup> Street and Bellevue Way will each have about 30-50 buses per hour, NE 8<sup>th</sup> Street will have about 15 to 30 buses per hour, with lesser volumes on other arterials. That compares with 40-60 buses per hour on 108<sup>th</sup> Avenue NE today, and over 200 buses per hour along the 3<sup>rd</sup> Avenue transit corridor in Downtown Seattle.

At the Bellevue Transit Center (BTC) in 2010 there were about 80 buses in the PM Peak hour that access the center platform. Along the BTC platform there are 10 transit bays, plus there are two bays associated with BTC located on 108<sup>th</sup> Avenue NE. In 2030 the number of buses using the BTC bays is expected to increase by 55% (with significant added service at the 108<sup>th</sup> Avenue NE transit bays), and the number of transit passengers using and passing through the BTC will grow substantially. Transit capacity issues relate to both the number of bus trips and the number of passengers and their movements through the BTC. Based on industry standards

(*Transit Capacity and Quality of Service Manual*), the overall amount of space on the BTC platform appears to be adequate to accommodate the anticipated passenger volume, however the arrangement of space and furniture on the platform restricts the flow of transit transfers and limits the passenger queuing space.

**Figure 6. Walkway LOS**

LOS	Pedestrian Space (ft <sup>2</sup> /person)
A	≥ 35
B	25-35
C	15-25
D	10-15
E	5-10
F	< 5

**Figure 5. Waiting Area LOS**

LOS	Pedestrian Space (ft <sup>2</sup> /person)
A	≥ 13
B	10-13
C	7-10
D	3-7
E	2-3
F	< 2

Pedestrian level of service is based on the amount of platform space and the number of people walking through and waiting for buses. In 2010, the pedestrian density at the BTC was about 30-40 square feet per pedestrian during PM Peak. This translates to LOS A for waiting areas and to LOS A or LOS B for walkways. By 2030 with no BTC modifications, pedestrian LOS expected to fall to about LOS C for waiting areas and LOS D for walkways.

The bus capacity constraint for the BTC is congestion for buses arriving or trying to leave the transit bays, caused by queuing at intersections. BTC intersections at 108<sup>th</sup> Avenue NE and 110<sup>th</sup> Avenue NE will have significantly more buses and pedestrians that will make leaving the BTC on a bus more challenging than at present. Traffic signal operations at these intersections will require special attention to ensure the BTC can effectively accommodate anticipated buses and passengers.

Preliminary recommendations based on the findings related to transit capacity articulate policy support and advocacy for sustained and enhanced transit service for Downtown Bellevue, conceptual design strategies to improve the function and flow of the passenger platform area of the Bellevue Transit Center, and operational strategies that may streamline bus movement. And, as will be discussed in the speed and reliability section below, Bellevue could provide transit-friendly improvements on transit corridors and at select intersections.

### **TRANSIT SPEED AND RELIABILITY**

While Bellevue does not directly supply transit service, the City does manage the right-of-way on which the buses operate. Bellevue may invest in capital improvements or traffic operations changes to the benefit of transit passengers and overall mobility.

Best practices for transit speed and reliability emphasize the application of appropriate tools in the context of the roadway corridor or intersection. Along corridors, tools include transit priority lanes, peak hour transit-only lanes, bus/bicycle lanes on transit priority arterials, and business access and transit (BAT) lanes. Other tools may include improvements to the pedestrian environment, transit stop consolidation, and off-board fare payment. At signalized

intersections, transit signal priority may be implemented – coordinated with the demands of other modes to ensure the greatest efficiency of mobility.

In future discussions with the Transportation Commission, potential transit priority corridors will be identified and appropriate tools may be discussed and recommended. Factors that may be considered in identifying a transit priority corridor include bus and passenger volumes, and schedule reliability.

## **TRANSIT PASSENGER COMFORT, ACCESS AND INFORMATION**

The bus stop or the light rail station is the pedestrian’s connection to the transit system. Information gleaned from DTP community involvement and discussions with the Transportation Commission indicates that there may be a deficit of passenger “amenities” at Downtown transit stops – although these features are clearly “essential” to the quality of the transit passenger’s experience. This deficit may result in a person being uncomfortable with or unwilling to take the step to become a transit passenger. Staff has consolidated the issues into those related to passenger comfort at the transit stop, access of transit passengers to and from the neighborhood, and the information available to passengers at the transit stop. Recognizing that all transit stops are not created equal – that each may serve a different purpose or volume of passengers - staff has developed a set of bus stop “typologies” that categorize various types of transit stops and identified a suite of components that may be integrated to each type of transit stop and the immediate vicinity.

## **TRANSIT STOP TYPOLOGY**

A “best practice” analysis, including a look at the Bellevue Transit Master Plan, transit agency standards, and applications in other urban centers has led to a conclusion that transit stops in Downtown Bellevue can be described in four typologies, the Local Transit Stop, the Primary Transit Stop, the Frequent Transit Network/RapidRide Station and the Transit Center/Multimodal Hub. While the Transportation Commission has not yet fully discussed or endorsed these typologies, they are described briefly as follows:

- Local Transit Stop
  - Served by a single transit route with generally 30 boardings or less per weekday
  - At a minimum, a Local Transit Ttop would provide a pole-mounted bus stop sign, an ADA standard landing pad with access to the sidewalk, and a bench or shelter if boardings warrant
  - There should be access to the neighborhood via standard urban pedestrian and bicycle facilities
- Primary Transit Stop
  - Served by one, or more scheduled transit routes with service provided at a combined headway of 30 minutes, or better
  - Bus routes may cross at intersections and transfers between routes are routine
  - Average weekday boardings range between 30 and 100 passengers

- A Primary Transit Stop would include the Local Transit Stop components plus features that support the level of ridership and transfers, such as: passenger shelter; transit route map and transit transfer wayfinding; real time information displays; trash receptacle; security lighting; and short-term bicycle parking
- Pedestrian access should be supported by Enhanced crosswalk components; nearby mid-block crossing(s); and neighborhood wayfinding
- Frequent Transit Network/RapidRide Station
  - Served primarily by RapidRide B - the station may also be shared with or served only by frequent transit network routes, such as the King County Metro Route #271
  - Average weekday boardings would be expected to be in the range of 100 to 1,000 passengers
  - A Frequent Transit Network/RapidRide Station would include Primary Transit Stop facilities, plus a sheltered or enclosed passenger waiting area; an Orca Card vending machine, off-board fare payment, and transit transfer information and wayfinding
  - Pedestrian access may include Enhanced or Exceptional crosswalk components, plus mid-block crossing(s) and neighborhood wayfinding
- Bellevue Transit Center/Multimodal Hub
  - Served by multiple transit routes and transit modes (bus, RapidRide, light rail) with a constant flow of transit vehicles during the day.
  - Average weekday boardings far exceed 1,000 passengers
  - A Transit Center/Multimodal Hub would include Frequent Transit Network/RapidRide Station facilities, perhaps also a rest room and “Bike Station”-type facilities with covered/secure, long-term bicycle parking
  - Special attention would be given to pedestrian flows within the facility as well as access to and from the facility. Effective use of passenger space while providing for passenger comfort, access and information would require specific design treatments common to high volume transit facilities
  - Exceptional crosswalk components would provide pedestrian access. On-street bicycle facilities would accommodate bicycle access from neighborhoods and regional facilities such as the I-90 Trail and SR 520 Trail.

## PEDESTRIAN FACILITIES

Walking is a significant portion of the daily activity of people in Downtown Bellevue, and will be an increasingly important element of economic vitality, Downtown livability and personal health. Pedestrians need safe and accessible, comfortable and convenient places to walk. The Downtown Transportation Plan will propose enhancements to the three-plus decades of investments to improve the pedestrian environment.

Staff and the Transportation Commission have identified four components of the Downtown pedestrian environment that the DTP will address: crosswalks, mid-block crossings, sidewalks,

and through-block connections. The Pedestrian Corridor is a separate and important component of Downtown pedestrian and bicycle mobility.

Through community outreach staff has gathered information about the Downtown walking experience. We have also reviewed adopted codes and policies, plus the work compiled in the “Great Streets – Downtown Streetscape Design Guidelines” report from 2010 that took a comprehensive look at ways to improve the quality of the Downtown pedestrian environment. Preliminary recommendations for each component of the Downtown pedestrian system follow:

## **CROSSWALKS**

Several features of intersections significantly affect the pedestrian environment: crossing times; crosswalk design, and intersection geometry. With respect to crosswalk design, three types of crosswalk treatments for Downtown are proposed, each intended to fit the urban context: Standard; Enhanced; and Exceptional – described below.

### **STANDARD CROSSWALK**

In Downtown Bellevue the current standard crosswalk design consists of 2 parallel white bars that are spaced 8-feet between the inside of the stripes. A standard crosswalk also has a pedestrian actuated signal at the corner that provides both audible and countdown indicators – these are being installed throughout the Downtown as the older signal heads are replaced. There is a comfortable consistency in having this standard at many intersections, as both motorists and pedestrians know what to expect.

### **ENHANCED CROSSWALK**

Crosswalks at certain intersections warrant some enhancement beyond the standard. Enhanced crosswalks would be located at intersections where high numbers of both pedestrians and vehicles are expected, and where the urban design treatment along the street would be carried through the intersection.

The design tools to create an enhanced crosswalk would include: wider than standard to accommodate a large number of pedestrians and provide a buffer from vehicles; wayfinding at corners; weather protection at corners; special paving treatment across the street; alternative striping, ie) piano key or “continental” striping; and curb bump outs or tighter radius to shorten crossing distance, calm traffic and provide pedestrian queuing areas.

### **EXCEPTIONAL CROSSWALK**

The Downtown Bellevue Streetscape Design Guidelines (December 2010) refers to “celebrated intersections” where the pedestrian is provided a very appealing place to walk across the street. For the Downtown Transportation Plan, staff has considered additional guidance from adopted code to identify other crosswalk locations suitable for what we proposed to call “exceptional” treatment. Candidate crosswalks for exceptional treatment are those only along

the Pedestrian Corridor (NE 6<sup>th</sup> Street at 110<sup>th</sup> Ave NE, 108<sup>th</sup> Ave NE, 106<sup>th</sup> Ave NE and Bellevue Way) and in Old Bellevue across Main Street and side streets.

Exceptional crosswalks incorporate applicable design components of an Enhanced crosswalk, and may also include a pedestrian scramble signal phase, raised crossings; weather protection; and significant/landmark wayfinding.

### **MID-BLOCK CROSSINGS**

Mid-block crossings help reduce the scale of Downtown Bellevue “superblocks” to be more manageable for pedestrians. Existing policy specifically addresses mid-block crossings:

**Policy S-DT-47.** Reinforce the importance of the pedestrian in Downtown Bellevue with the use of a series of signalized midblock crossings. Consideration should be given to the design of adjacent superblocks, consideration of traffic flow, and the quality of the pedestrian environment when implementing mid-block crossings.

The Downtown Subarea Plan considers the mid-point of each superblock to be a candidate location for a mid-block crossing. Guidance from policy S-DT-47, plus community input, and current and anticipated demand from land use and light rail stations inform the DTP recommendations for high priority installation of new mid-block crossings. DTP will recommend prioritization but not the design of new mid-block crossings.

Existing mid-block crossings exhibit a variety of treatments, including signalization, median islands, and grade-separated pedestrian bridges. Council has approved of several locations for future pedestrian bridges across Bellevue Way, NE 4<sup>th</sup> Street and NE 8<sup>th</sup> Street. Another potential candidate location for a pedestrian bridge is across NE 6<sup>th</sup> Street between City Hall Plaza/Metro Site and Meydenbauer Center.

### **SIDEWALKS**

Sidewalks in Downtown Bellevue provide for fundamental infrastructure for pedestrian mobility and urban design features that enhance livability. The Downtown Land Use Code prescribes the width of sidewalks and the landscaping treatment adjacent to the street. Both the private sector and public sector must incorporate the Code provisions in new buildings and infrastructure projects. Preliminary DTP recommendations to amend the Land Use Code include increasing the required sidewalk width in certain heavily travelled, and substituting a continuous landscape planter along the outside edge of the sidewalk instead of street trees in tree grates.

### **THROUGH-BLOCK CONNECTIONS**

Similar in purpose to mid-block crossings, through-block connections help to break up the Downtown superblocks into more manageable sizes for pedestrians. The Land Use Code requires that through-block connections be incorporated in new development; design guidelines are provided and basic wayfinding is required. In many situations, access to plazas

between buildings can be best accomplished on a through-block connection. However, the design of existing through-block connections is so variable, that the public is uncertain as to whether they are welcome, and wayfinding is not adequate to let a person know where the through-block connection will lead.

Through-block connections are great shortcuts through superblocks that make it easier to get around on foot in Downtown, but some design refinements may be appropriate. Proposed design refinements would create standard public access wayfinding; commonly recognizable paving material or inlays; and universal accessibility according to ADA standards. Since these components affect urban design and mobility, through-block connection design considerations will be further detailed in the Downtown Livability Initiative.

## **PEDESTRIAN CORRIDOR**

DTP community outreach has provided insights into the mobility needs of both pedestrians and bicyclists. The NE 6th Street Pedestrian Corridor is a high priority route for both walking and bicycling, and it will be increasingly important as new development occurs along the corridor and light rail becomes an anchor destination on the east end. Sections of the corridor are difficult for wheeled users to navigate due to narrow passages, steep sections, tight turns and poor sightlines.

DTP has developed a concept design that is intended to, paraphrasing a community comment, “welcome bicyclists but don’t scare the pedestrians”. Using designs that indicate the preferred bicycle route and incorporate traffic-calming techniques for bicyclists, the corridor can be more accommodating to all users. Design components could consist of special paving treatments, wayfinding and widening. At Compass Plaza, a winding route could be made more visible and accessible by integrating special paving into the existing brick plaza and installing wayfinding signage designed specifically for wheeled users. Design concepts will be refined through the Downtown Livability Initiative.

## **BICYCLE FACILITIES**

Work on the DTP bicycle facilities has yielded refined project descriptions that are based on the citywide 2009 Pedestrian and Bicycle Transportation Plan and are responsive to community input. The DTP will incorporate additional tools for marking shared lanes and providing wayfinding. Bicycle facility project ideas include east-west corridor improvements on Main Street and NE 12<sup>th</sup> Street, and north-south corridor improvements on 100<sup>th</sup> Ave NE and 108<sup>th</sup> Ave NE. Considerations for shared bicycle/transit corridors will be discussed with the Transportation Commission. Integrating bicycle facilities along portions of the NE 6<sup>th</sup> Street Pedestrian Corridor will help with access to the Downtown light rail station, employment and retail destinations, and housing. Bicycle facilities along 112<sup>th</sup> Avenue NE would support the Lake Washington Loop bicycle route and improve an important Downtown bicycle commuter route as well. Staff is working on a design for 112<sup>th</sup> Avenue NE that would maintain roadway capacity

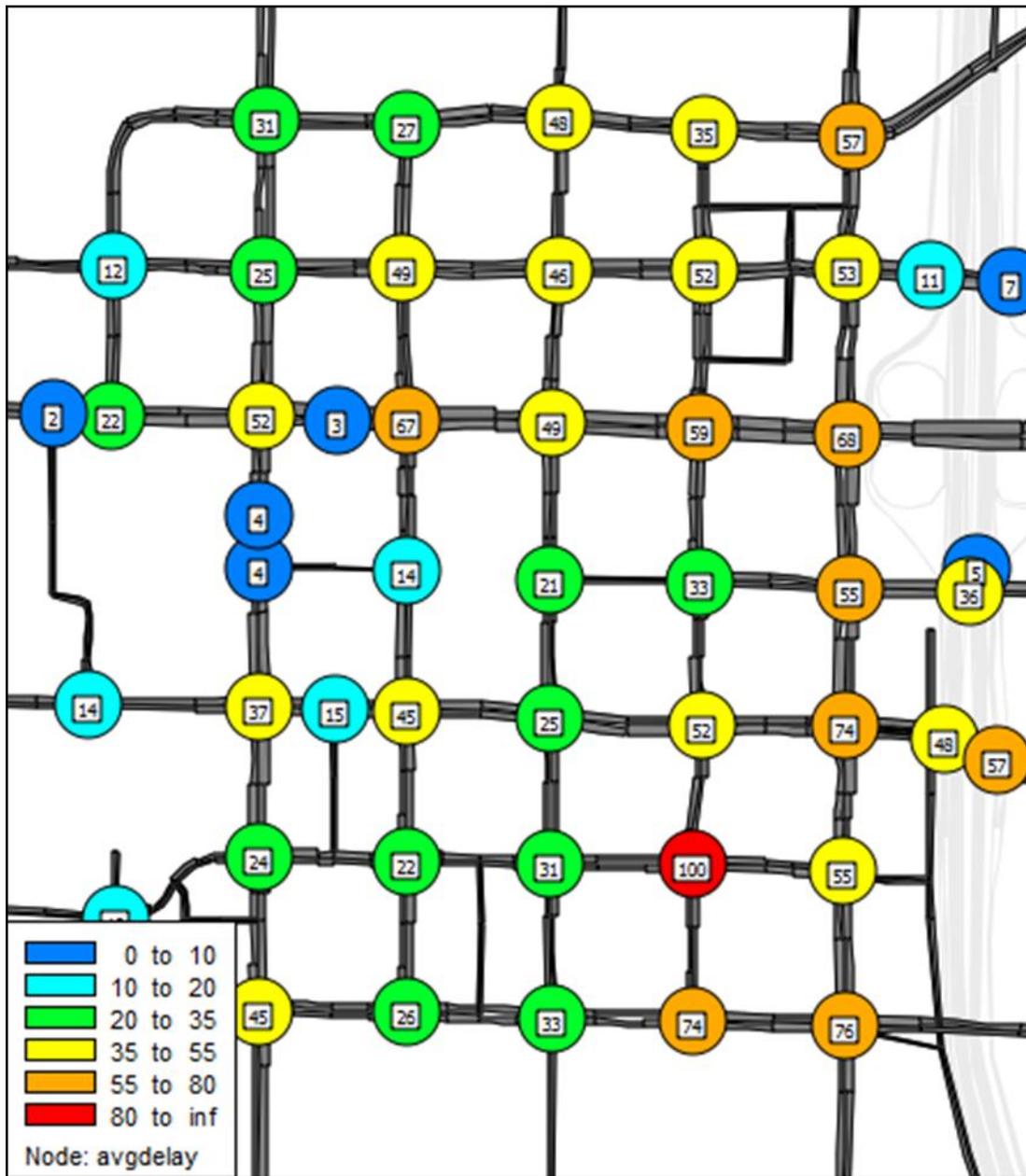
while installing a bicycle lane in the northbound direction where a dedicated bicycle facility is most needed due to the uphill grade and the busy intersection with NE 8<sup>th</sup> Street. Staff has also mapped and described bicycle routes between Downtown and nearby neighborhoods and regional bicycle facilities.

# ATTACHMENT 1

## Downtown Intersection Level of Service

	2010 Base Year						2030 Baseline No Build						2030 Build Scenario					
	Hourly Volume	Average Intersection Delay (sec)	LOS	Total Delay Hours in Peak Hour	Hourly Volume	Average Intersection Delay (sec)	LOS	Total Delay Hours in Peak Hour	Hourly Volume	Average Intersection Delay (sec)	LOS	Total Delay Hours in Peak Hour	Hourly Volume	Average Intersection Delay (sec)	LOS	Total Delay Hours in Peak Hour		
Bellevue Way/Main Street	1774	21.7	C	11	2761	38	D	29	2860	45	D	36						
Bellevue Way/2nd Street	1419	21.0	C	8	2993	22	C	19	3097	24	C	21						
Bellevue Way/4th Street	2313	37.3	D	24	3425	38	D	36	3359	37	D	35						
Bellevue Way/6th Street	851	3.3	A	1	1882	4	A	2	2027	4	A	2						
Bellevue Way/8th Street	2492	39.1	D	27	3743	52	D	54	4209	52	D	60						
Bellevue Way/10th Street	2226	15.6	B	10	3035	35	D	30	3532	25	C	25						
Bellevue Way/12th Street	1900	17.8	B	9	2996	64	E	53	3388	31	C	29						
106th Avenue/Main Street	1662	9.1	A	4	2213	44	D	27	2301	26	C	17						
106th Avenue/2nd Street	1532	12.8	B	5	2770	26	C	20	2807	22	C	17						
106th Avenue/4th Street	1619	23.1	C	10	3451	47	D	45	3515	45	D	44						
106th Avenue/6th Street	967	18.6	B	5	1902	14	B	7	2092	14	B	8						
106th Avenue/8th Street	2670	27.4	C	20	3878	61	E	66	4309	67	E	80						
106th Avenue/10th Street	2517	15.8	B	11	3042	24	C	20	3196	49	D	44						
106th Avenue/12th Street	1136	8.6	A	3	2430	86	F	58	2542	27	C	19						
108th Avenue/Main Street	2737	13.3	B	10	2783	42	D	33	2653	33	C	25						
108th Avenue/2nd Street	1644	13.5	B	6	1734	33	C	16	1675	31	C	14						
108th Avenue/4th Street	2013	29.4	C	16	2896	23	C	18	2919	25	C	20						
108th Avenue/6th Street	1083	25.8	C	8	959	36	D	10	1088	21	C	6						
108th Avenue/8th Street	3494	37.9	D	37	4265	74	E	88	4956	49	D	67						
108th Avenue/10th Street	3146	13.8	B	12	2909	32	C	26	3141	46	D	40						
108th Avenue/12th Street	1678	12.8	B	6	3248	89	F	80	3496	48	D	47						
110th Avenue/Main Street	2239	4.9	A	3	2588	50	D	36	2377	74	E	49						
110th Avenue/2nd Street	1513	29.7	C	12	2271	78	E	49	2241	100	F	62						
110th Avenue/4th Street	3149	62.7	E	55	3646	99	F	100	3570	52	D	51						
110th Avenue/6th Street	1004	26.1	C	7	1793	34	C	17	1841	33	C	17						
110th Avenue/8th Street	2921	21.7	C	18	4794	71	E	94	5750	59	E	95						
110th Avenue/10th Street	3095	20.9	C	18	2771	52	D	40	3093	52	D	45						
110th Avenue/12th Street	2113	12.9	B	8	3550	44	D	43	3638	35	D	36						
112th Avenue/Main Street	3675	50.5	D	52	4803	71	E	95	5071	76	E	107						
112th Avenue/2nd Street	1993	38.9	D	22	2932	46	D	38	3457	55	D	53						
112th Avenue/4th Street	4045	51.9	D	58	4560	87	F	110	4492	74	E	92						
112th Avenue/6th Street	2634	44.4	D	32	3642	56	E	57	3515	55	E	54						
112th Avenue/8th Street	5290	30.8	C	45	6535	104	F	188	7564	68	E	144						
112th Avenue/10th Street	4721	9.5	A	12	3649	59	E	59	4410	53	D	66						
112th Avenue/12th Street	3042	26.6	C	23	5006	54	D	75	4941	57	E	78						
Downtown Network	82307	26.6	C	609	111865	56.0	E	1739	119122	48.5	D	1604						

### Downtown Intersection Level of Service





# Downtown Livability

## **SCOPE OF WORK** **Architectural/Urban Design Services** **in Support of Downtown Livability Initiative**

### **I. BACKGROUND**

The over-arching purpose of the Downtown Livability Initiative is to advance implementation of the Downtown Subarea Plan, in particular the Plan's central theme of making Downtown more Viable, Livable, and Memorable. The project will be guided by the existing vision set forth in the Downtown Subarea Plan, and work to more effectively implement the Plan (see Attachment A-1.1 for Study Area). The focus of the project is on specific elements of the Land Use Code and related regulations as laid out in the Council Principles approved on January 22, 2013 (see Attachment A-1.2).

### **II. PLANNING CONTEXT**

Downtown Bellevue is the primary economic and residential growth center for Bellevue – and a designated urban center in the Puget Sound area. Downtown growth has been shaped by a history of forward-thinking planning, including, most recently, a significant community planning process that culminated in the update of the Downtown Subarea Plan in 2004 (also known as the Downtown Implementation Plan, or DIP). In recent years, Downtown Bellevue has continued to grow with new jobs and housing. There are currently 42,525 jobs in Downtown with a projected 70,300 jobs by 2030. From a residential standpoint, Downtown is Bellevue's fastest growing neighborhood, which now has over 10,000 residents and is projected to reach 19,000 by 2030. As the City readies itself for coming development cycles, there are a number of regulations that are outdated or otherwise in need of updating. Many elements date back to the original code from 1981.

The overall timeline is for a package of proposed changes to the Land Use Code and design guidelines to be substantially developed in the 2013 calendar year. The amendments will require review by the Planning Commission and adoption by the City Council (anticipated in spring 2014). The project will have close coordination with the ongoing update to the Downtown Transportation Plan.

### **III. PUBLIC ENGAGEMENT/OUTREACH**

City staff will manage the public engagement process including interactions with a wide range of stakeholders. A Council-appointed Advisory Body will work with City staff and consultants in developing work products to accomplish this project. The 15 member group will serve in an advisory capacity to the City Council and Planning Commission. Focus groups including Downtown property owners, developers, design professionals, residents, workers, and former members of the Downtown Implementation Plan Citizen Advisory Committee among others will also be convened at key points in the process.

### **IV. SCOPE MODULES**

#### **1. Amenity Incentive System**

- *Update the amenity incentive system; fine tune amenities to best support the Downtown vision.*

A combination of an amenity incentive system and design standards, through which floor area (FAR) and building height are earned by providing features with special public benefit, provide the foundations for development in Downtown Bellevue. The existing Land Use Code framework dates back to 1981; neither specific bonus features nor bonus rates have been substantially updated to respond to changes in the Downtown environment. This work will refine the incentive system in coordination with economic analysis to reset the menu of available incentives and the market value of the amenities. The consultant will assist with:

- Identification of potential desired amenities, and recommendations on what should be in a revised incentive system.
- Identification of items that should potentially be required outright (as standards instead of amenities).
- Develop cost parameters for desired amenities.
- Design criteria for the new amenities.

Specific consultant tasks for this module include:

- During the audit phase the Consultant will attend a start-up work session with City staff and other consultant teams (i.e. economic analysis, SEPA) to review current amenity system and discuss the approach for analysis. The Consultant will identify other relevant examples of incentive systems, including best practices) and prepare a brief summary of each (4-6 pages total). This will be integrated into the products described in Section V Module Tasks and Deliverables.
- The Consultant will meet with City staff to discuss the objectives of the amenity system, and conduct an analysis to address bulleted issues above.
- During the alternatives stage, the consultant will evaluate alternatives in terms of relative implications to building form and constructability and effects on development. The Consultant will work with City staff and the economic consultant to explore cost and feasibility implications.
- After discussions with City staff, the Consultant will refine preferred amenity system program concepts and document as described in Section V.

## 2. Building Form and Height

- ***Analyze building form and height; possible refinements may allow limited increases to building heights, potentially to include FAR limits and FAR transferability opportunities, while generating additional public amenities through the incentive system.***

Allowing additional height in some Downtown areas could produce more interesting building and roof forms, as well as new opportunities for generating additional public amenities through the incentive system. Related issues include whether the Code should continue to provide for differential height allowances between residential and non-residential uses in most Downtown districts, and whether the Code should allow transfer of FAR across Downtown districts. Special attention is needed to ensure a continued graceful transition in the Downtown Perimeter Design Districts. Some of the issues identified to date include:

- Purpose and result of the wedding cake concept
- The Bellevue skyline: Critique and recommendations to improve its character and aesthetic
- Additional incentives and/or guidelines that can help ensure towers have architectural interest
- The differences between low-rise and high-rise development and if they should be addressed

- Floor plate limits: Are they constraining or appropriate?
- How and if building form and height help to define a district
- Relationship of FAR increases to height increases; what areas within Downtown might this be appropriate?
- Current FAR transfer provisions and possible alternatives
- What is the desired environment regarding solar access, air, wind, tower spacing and is the code delivering this?
- Identification of important public view corridors and preservation/consideration approaches

Specific consultant tasks for this module include:

- During audit phase, discuss building and urban form objectives with City and review current code provisions and recent results. Evaluate the plusses and minuses of current code provisions and document in the audit report.
- After discussion with City, use examples from other cities to identify conceptual alternative code/design guideline provisions.
- Based on discussions with City staff explore alternatives to height and bulk code and design guideline provisions to address bulleted issues above.
- Update City's Revit 3-D model of Downtown Bellevue and surrounding area in REVIT-compatible software platform. This will include adding the past three years of development activity to base model (approximately a half-dozen development projects). Add in known projects in the development pipeline, and develop prototype building forms for all other redevelopable sites within Downtown based on current height and bulk parameters. The model will show some architectural detail relating to floors and building articulation.
- Based on direction from staff, develop a series of four height/FAR scenarios that may deviate from current regulations and could be applied to specific redevelopable areas within Downtown. Develop a series of overall Downtown models that combine potential deviations from the current code applied to the underlying base of existing buildings.
- Prepare computer-generated 3-D illustrations that will be used for analysis of potential code changes to height and urban form. This may require up to 40 different views of Downtown from a series of roughly 10 vantage points as defined by City staff.
- Based on discussions with staff, the Consultant will refine preferred building height, bulk and form concepts on which to base future code amendments. Documentation will occur as described in Section V.

### **3. Update of DT-OLB Zone**

The Downtown-Office and Limited Business District (DT-OLB) is the area between 112th Avenue NE and I-405 on the eastern edge of Downtown. The currently stated purpose of the OLB district is to provide an area for "integrated complexes made up of offices, and hotels or motels, with eating establishments and retail sales secondary to these primary uses." As Downtown has evolved, this area has not kept up with the rest of Downtown with regards to redevelopment activity and quality of the street/sidewalk environment. It has become evident that there is a need to revisit the vision and development regulations for this district. It is expected that much of the OLB analysis can be incorporated as part of each of the other modules. Some of the issues identified to date include:

- Fundamental changes to the code framework needed for the OLB district to provide for appropriate redevelopment activities.

- How can the OLB district better function as a “front door” for the larger Downtown area (based on its proximity to I-405).
- The relationship the OLB district has with the Wilburton area to the east, and how this can these be strengthened in the future.
- From a redevelopment stand-point; the changing condition of the OLB district given the addition of light rail service in close proximity.

Specific consultant tasks for this module include:

- In collaboration with City staff and the Economic consultant, conduct a preliminary investigation regarding existing conditions, development potential and special opportunities (e.g. transit/transportation hub and connections east towards Wilburton).
- Draft and illustrate height, bulk, building form, and circulation alternatives. These will be used for evaluation of alternatives and be able to be integrated into the overall work in module 2, Building Form and Height.
- Refine preferred development and urban design concepts for the DT-OLB district and document as described in Section V.

#### 4. Design Guidelines and Standards

- *Consolidate and clarify Downtown design guidelines and standards to achieve an improved pedestrian environment and a Downtown with stronger architectural interest. This could include a new structure with graphics to best communicate the desired outcomes.*
- *Provide the text for standards and guidelines as part of a package of code amendments.*
- *Incorporate the Great Streets work, refinements to form, district character, open space, pedestrian orientation and other key design considerations.*
- *Guidelines should ensure that the design review process continues to be customer-focused, fair, predictable, and measurable.*
- *Code modifications needed to achieve maximum “connectivity” to attract light rail ridership and encourage an active street environment.*
- *Guidelines that can create an attractive, vital environment in vicinity of the Downtown light rail station.*
- *Recommendation for enhancements to the public realm needed to accommodate the increased pedestrian activity in and around the light rail station.*
- *Develop refinements that incorporate Light Rail Best Practices.*

The City currently has design guidelines in place that address building/sidewalk relationships, building design, site design, pedestrian environment, open space, and some unique Downtown districts. There have been varying levels of success in the outcomes of built projects. The opportunity exists to comprehensively review and update the following design guidelines to achieve an improved pedestrian environment, stronger architectural interest, and reflect the district character described in the Downtown Subarea Plan. The existing set of guidelines includes the following:

**Building Sidewalk Relationships Design Guidelines:** Explicit directions on what to do to relate building to sidewalks in order to provide a pedestrian oriented environment.

**Perimeter Design Districts (on the edges of Downtown adjacent to neighborhoods):** Development standards and design guidelines that provide adjacent residential neighborhoods with a high degree of compatible form and scale from development on Downtown’s edges.

**Old Bellevue District:** Reinforce the unique character of Old Bellevue by reflecting the historic façade treatments, and emphasizing pedestrian activity and Downtown living. Heighten the connection to Downtown Park.

**Downtown Core Design District Guidelines:** Specific guidelines ensuring the highest levels of attractiveness, urbanity, design quality and coordination of development.

**Major Public Open Space Design Guidelines:** General criteria for pedestrian movement, adjacent uses and structures, activities, and amenities for spaces on the Corridor that are major focal points and public gathering places.

**Civic Center District:** Specific standards that can accommodate the unique building types and spaces needed for cultural, conference, and exhibition facilities.

Some of the issues identified to date include:

- Are the current design guidelines achieving the desired outcome?
- What guidelines and/or standards can achieve the following?
  - a. Environmental, design, or technical innovations
  - b. Enhance the character of Downtown’s districts
  - c. Incorporate sustainable design and building techniques
  - d. Enhance the memorability and livability of Downtown

Specific consultant tasks for this module include:

- Discuss design guideline objectives with team. Review current design guidelines and code provisions. Identify applicable provisions, models and formats from other cities and prepare audit report.
- With team, identify alternatives to pursue. Develop alternative provisions addressing bulleted issues and district objectives/criteria described above.
- From the preferred models selected by City staff, prepare up to three ground level renderings of streetscape appearance.
- The Consultant will work with City staff and the economic consultant to explore cost and feasibility implications of new guidelines.
- Based on City direction, draft preliminary guidelines. Review with staff and prepare second draft of the guidelines that will lead to final materials to be included as part of the Land Use Code as appropriate. Guidelines should be drafted so that they are user-friendly, capture design direction from staff, and include illustrations, photographic examples, and diagrams as appropriate.

## **5. Pedestrian Corridor and Major Public Open Space**

- ***Update the Pedestrian Corridor with conceptual guidelines/vision to create a more vibrant, livable and memorable experience.***

The NE 6th Street Pedestrian Corridor was designated in 1981 as a major unifying feature through Downtown. It was intended to be a safe, comfortable, lively, high quality, sophisticated, and diverse

focal point for the Downtown area. Today the Pedestrian Corridor has become a key urban design feature for Downtown, but there is a sense that it is far from achieving its full potential. The Council has previously identified re-visiting the Pedestrian Corridor design framework and implementation as a priority.

NE 6th Street and its associated major public open spaces could provide a key focal point for pedestrian activity and public gatherings in Downtown Bellevue yet have not been realized. While the corridor has been slowly added to over the years, there is the sense it has not reached its full potential as a defining element for Downtown Bellevue. This work effort will revisit the current design guidelines and create a conceptual framework that will eventually lead to a full set of revised guidelines and accompanying implementation strategies.

Some of the issues identified to date include:

- Updated design to better foster successful pedestrian related development and achieve an identity and image of the Pedestrian Corridor as a special place.
- Further the basic objectives of the Pedestrian Corridor as a safe, comfortable, lively, high quality, sophisticated, and diverse focal point for Downtown.
- Enhanced facilities for pedestrians and bicycles.
- Analysis of the extension of the formal “Pedestrian Corridor” designation to the east (towards Wilburton) and to the west (towards Downtown Park/Meydenbauer Bay).
- Alignment with other recent city projects and plans for Downtown including Great Streets, Meydenbauer Bay Park and Land Use Plan, Downtown Art Walk, Wayfinding Plan, Pedestrian and Bicycle Plan, Mid-block Crossings Network, and the East Link light rail.
- Develop an updated foundational framework for the Pedestrian Corridor that will be more fully fleshed out with revised design guidelines in 2014-2015.

Specific consultant tasks for this module include:

- During the audit phase, conduct an analysis of existing conditions and current pedestrian behavior and use patterns on the NE 6th Street Pedestrian Corridor. Identify what is working in terms of pedestrian activity objectives and what is not. At a more general level, examine conditions and behavior patterns on sidewalks/crosswalks in Downtown and evaluate their function relative to pedestrian and use objectives. (This does not mean a detailed analysis of specific areas within the full network of pedestrian connections. The intent is to identify more generally conditions that contribute or detract from achieving the desired pedestrian conditions and any specific locations that merit special consideration.) Conduct an analysis of a spectrum of selected open spaces similar in nature to that for the pedestrian connections. Prepare a brief report documenting the findings of the analysis of the audit evaluation.
- Review current best practices research regarding the use and design of pedestrian circulation and use of urban open spaces. Where appropriate, advise City on applicable “green infrastructure” opportunities. Prepare a brief report summarizing the research that is especially relevant to Downtown Bellevue and the project’s objectives. Make general recommendations for application of these concepts and findings for the pedestrian corridor, sidewalks, pedestrian connections and open spaces.
- Identify and evaluate opportunities to improve the Pedestrian Corridor, sidewalks and open spaces in the Downtown. This may involve:
  - Conceptual improvement plans for the Pedestrian Corridor;

- Programmatic recommendations for Downtown sidewalks to improve the pedestrian environment that can potentially be integrated into design guidelines and street design standards; and
- Concepts or principles (e.g. “pattern language” concepts) for the design of open spaces, building entry plazas and pedestrian corridors that can be incorporated into design guidelines or development standards.
- Assist the team in selecting the preferred concepts to be implemented. Refine, illustrate, and document those concepts into a report useful in preparing guidelines and street/open space standards.

## **6. Integration of the Downtown Transportation Plan Recommendations**

- ***Integrate Code recommendations that are emerging from the Downtown Transportation Plan Update.***

Some of the analysis and recommendations accomplished through the Downtown Transportation Plan Update will be implemented through the Land Use Code and design guidelines. These items, such as refinements to standards for sidewalks, through-block connections, and off-street parking requirements, will be referred over to the Livability Initiative. The consultant will coordinate with the Transportation team as directed by City staff.

## **V. MODULE TASKS AND DELIVERABLES**

The consultant will provide support services and materials to City staff related to the following general tasks. Some modules such as “Building Form and Height” will require more detail to be produced including 3-D model scenarios.

### **A. Modules Analysis/Recommendation Development**

Each of the five modules in Section IV is anticipated to result in the following analyses and deliverables.

#### **Audit Phase:**

- An audit report that lists and describes issues, problems, and deficiencies highlighting good and bad examples in Downtown with photos.
- Review of the code language, looking at redundancies, conflicts, confusing aspects, missing elements.
- Examination of projects that encountered issues needing interpretation. Assessment of the physical results – good and bad examples in actual sites and buildings.
- Interviews with users – public and private.
- Recommended changes.

#### ***Anticipated consultant deliverables (unless agreed to otherwise):***

- The audit will contain a set of suggested changes to the Land Use Code for Downtown and organize them into categories such as format, redundancies, confusing elements, missing elements, and potential new ideas.
- An updated baseline 3-D model to include pipeline projects and vacant parcels built out to current code standards. This will be a bound report in the range of 30 - 40 pages.

**Refine Objectives:**

- Description of what is desired to be achieved by the specific regulatory tool or standard included in the code.
- Nexus to adopted policies and “best practices”.
- Legal imperatives – statutory law, Washington State case law, appeals, etc.

***Anticipated consultant deliverables (unless agreed to otherwise):***

- A concise list of 5-10 objectives, along with an indication of implications of case law and relationship to the City’s Comprehensive Plan policies.
- Detailed report in the range of 5-10 pages.

**Alternatives:**

- Written descriptions and illustrative depictions of major alternatives to be considered. The larger, more complex issue of height, bulk, and districts/boundaries will be emphasized. Less complex issues would be more briefly described and shown with diagrams.
- When developing alternatives, highlight choices/trade-offs and their implications.
- Use modeling and illustrations when developing alternatives.

***Anticipated consultant deliverables (unless agreed to otherwise):***

- Expanded memo with attachments, including maps and diagrams, in the range of 15-25 pages.
- Approximately four height/form alternatives depicted through the 3-D model from a variety of viewpoints within and around Downtown.
- Approximately three prototypical site development scenarios showing the results of applying a revised bonus system.

**Comparison/Discussion:**

For each of the major alternatives, a written presentation of its advantages and disadvantages, along with outcomes will be described verbally. An assessment of the ease of making the change will be briefly noted.

- Noting advantages and disadvantages.
- Describing different outcomes.
- Noting difficulties in accomplishing various options.

***Anticipated consultant deliverables (unless agreed to otherwise):***

- Documentation in an expanded memo of 10-20 pages.

**Final Report/Code Amendment Recommendations:**

Prepare for review by City staff a draft final report containing illustrations and supporting text that:

- Describes and conveys the final preferred code changes.
- Describes the planning context, e.g., project background, planning principles, planning process.

- Refine the report into final form, responding to City staff review comments on the draft final report.

***Anticipated consultant deliverables (unless agreed to otherwise):***

- Electronic and print-ready illustrations, electronic models, reports and other medium depictions of the final proposed solutions for presentation to the public, the City and its elected officials
- Submit electronic records of all materials prepared by consultant in fulfillment of this contract.

**B. Consultant Meeting/Strategy Session Participation.**

Participate in approximately 8 internal workshops and strategy sessions each 2-4 hours long. Depending on the nature of each session, other members of the consultant team will also attend. Sessions are expected to coincide with the major tasks and deliverables related to the seven project modules.

**C. Public Meeting and Workshop Support**

Consultant will attend public meetings, workshops, and/or, currently envisioned to include:

- Discussion of audit findings from the consultant’s point of view;
- Development of bulk and height, guidelines, DT-OLB vision, and Pedestrian Corridor alternatives;
- Development of preliminary preferred alternative;
- Development of final recommended alternative.
- Prepare graphic illustrations and narrative summaries supporting and describing the preliminary preferred alternative;
- Refine the preliminary preferred alternative into a final preferred land use and urban design alternative/recommendation;

***Anticipated consultant deliverables:***

- Display materials and other illustrations as appropriate, depicting preliminary land use and urban design scenarios, for use at one public workshop;
- Support materials and graphics appropriate to each meeting (City will provide materials for the initial Advisory Board meeting);
- Coordinate with City staff prior to each meeting to determine roles and approach to meeting discussions.
- Follow up each meeting with coordination with City staff to clarify next steps.
- Tentative Consultant attendance to be:
  - Advisory Board - 4 meetings
  - Planning Commission - 2 meetings
  - City Council - 2 meetings

**D. Coordination and Communication.**

The project is being administered in an integrated and coordinated manner, with multiple departments; Planning & Community Development, Development Services, Transportation, and Parks. PCD Project Managers will manage this professional services contract. Consultant and city staff will confer via phone, email, and or meetings as necessary to ensure effective project coordination and communication.

***Anticipated consultant tasks and deliverables:***

- Phone conversations, email communication, meetings with City staff as appropriate

**VI. WORK ACCOMPLISHED TO DATE**

Over the past three years, City staff has prepared a number of background documents and undertaken several public outreach steps. These include:

- Design professionals critique / review of current Downtown development
- Inventory of FAR Amenity Incentives used to date/ excess bonus points
- Inventory building height and FAR used to date
- Public Open Space user reviews
- Downtown Design Charrette results
- Various mapping: Demographics, redevelopment potential, etc.
- Downtown Transportation Plan/Pedestrian/Bicycle facility background
- Feedback from March 2013 Focus Groups

Materials related to the above can be found on the project website at <http://www.bellevuewa.gov/downtown-livability.htm>

**VII. CONFLICT OF INTEREST**

In order to avoid any real or perceived conflict of interest relating to this scope of work and the overall Downtown Livability Initiative, the Contractor will have no existing projects located within the Downtown Bellevue Subarea, and will not engage in any future projects in Downtown Bellevue during the term of this Professional Services Agreement.

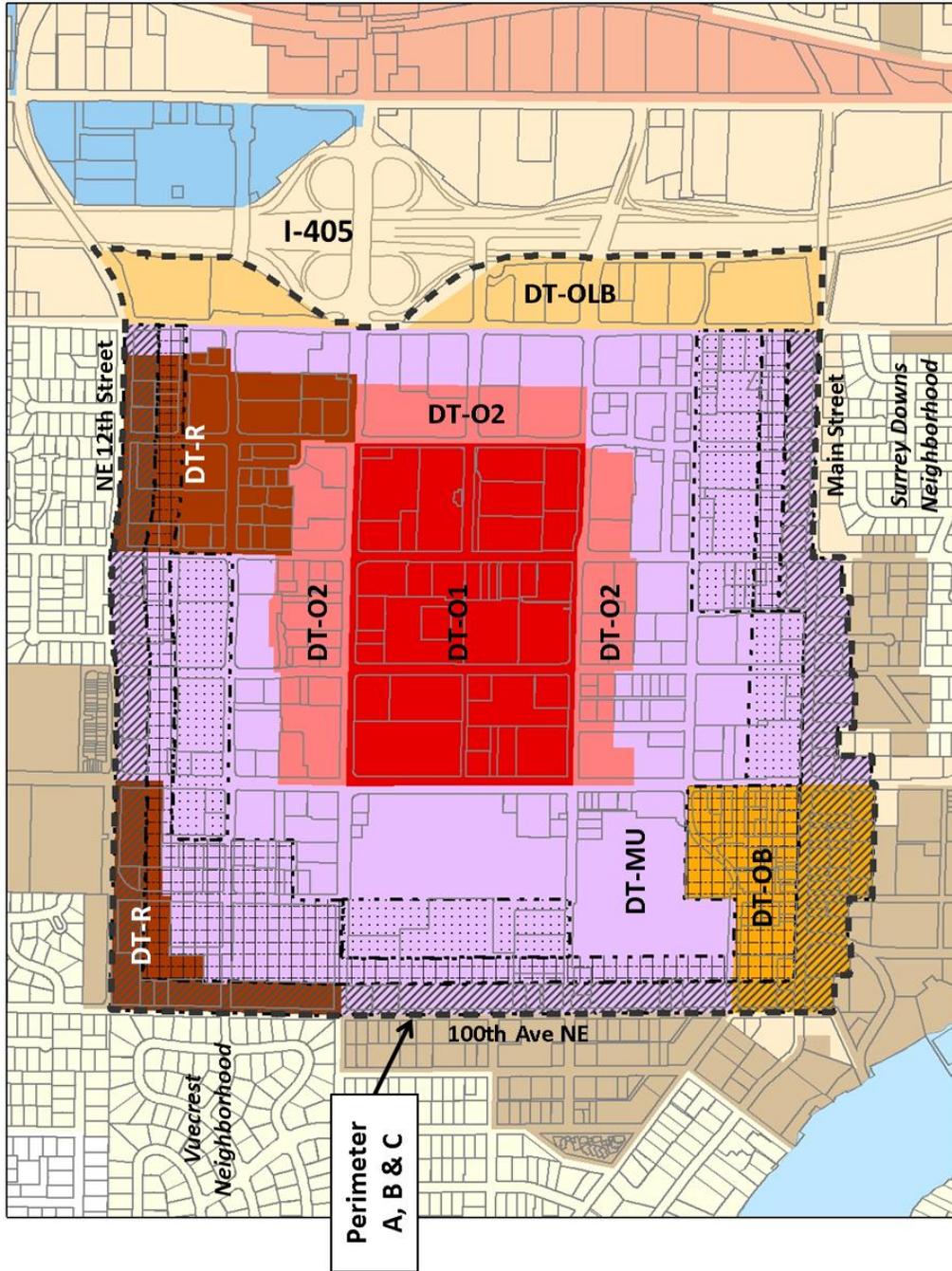
Contractor shall maintain all information provided by the City as confidential and shall not disclose any information to any party unless authorized in advance by the City to disclose such information. In addition, Contractor shall maintain all draft, preliminary, and final work, conclusions, analysis and other documents generated by Contractor as confidential, and shall not disclose any such information or document to any party unless authorized in advance by City to disclose such information. For purposes of this Agreement, disclosure includes, but is not limited to providing copies of document, or discussing information or conclusions verbally or in writing that are included in or generated from the information provided by the City or work of the Contractor.

**ATTACHMENTS:**

- A-1.1 Study area map
- A-1.2 Council Principles

ATTACHMENT A-1.1: STUDY AREA MAP

**Downtown Zoning**





# Council Principles

## Downtown Livability Initiative

Approved January 22, 2013

The over-arching purpose of this Initiative is to **advance implementation of the Downtown Subarea Plan**, in particular the Plan’s central theme of making Downtown more **Viable, Livable, and Memorable**. The project will be guided by the existing vision set forth in the Downtown Subarea Plan, and work to more effectively implement the Plan. The focus is on the specific elements of the Land Use Code and related codes as laid out in the Project Scope approved by Council in September 2012, which includes strong coordination with the companion Downtown Transportation Plan update occurring in this same timeframe. However, if other related issues arise, the Council desires to hear about these and have the opportunity to refer them to this or another venue, such as the Major Comprehensive Plan Update.

**The Project Scope includes the following:**

- Amenity incentive system
- Building form and height
- Design guidelines
- NE 6th Street Pedestrian Corridor
- Light rail interface
- Downtown parking
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- Downtown signage
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- Recycling and solid waste
- Vendor carts
- Range of permitted uses
- Green, energy efficient, and sustainable development forms
- The Land Use Code interface with the mobility work underway through the Downtown Transportation Plan

This is the most extensive Code update since the adoption of the original Downtown Land Use Code in 1981. In the intervening decades, Downtown Bellevue has evolved dramatically, from a bedroom suburb to a dynamic regional employment center, as well as the City’s fastest growing residential neighborhood. This project should place particular emphasis on the following changes that have led to and accompanied Downtown’s evolution.

### Change

### Principle

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>○ After several development cycles since the original Code adoption, it has become increasingly clear what is working and not working with development incentives.</li> </ul>  | <ol style="list-style-type: none"> <li><b>1. Refine the incentive system to develop the appropriate balance between private return on investment and public benefit.</b></li> </ol>   |
| <ul style="list-style-type: none"> <li>○ Downtown Bellevue has experienced a massive influx of new residents. This has helped create long hoped-for urban qualities, but also led to increased frictions that occur in a dense, mixed use environment.</li> </ul> | <ol style="list-style-type: none"> <li><b>2. Promote elements that make Downtown a great urban environment while also softening undesirable side effects on Downtown residents.</b></li> </ol>  |
| <ul style="list-style-type: none"> <li>○ Downtown has seen a significant increase in pedestrians and street-level activity.</li> </ul>  | <ol style="list-style-type: none"> <li><b>3. Increase Downtown’s liveliness, street presence, and the overall quality of the pedestrian environment.</b></li> </ol>   |
| <ul style="list-style-type: none"> <li>○ Through new development, Downtown has an opportunity to create more memorable places, as well as a distinctive skyline.</li> </ul>   | <ol style="list-style-type: none"> <li><b>4. Promote a distinctive and memorable skyline that sets Downtown apart from other cities, and likewise create more memorable streets, public spaces, and opportunities for activities and events.</b></li> </ol> |

Continued on back

## Change

## Principle

<ul style="list-style-type: none"> <li>Environmental rules and strategies have evolved over the past decades since the Downtown Code was adopted.</li> </ul>	<p><b>5. Encourage sustainability and green building innovation in Downtown development. Enable design that promotes water, resource, and energy conservation, and that advances ecological function and integrity.</b></p>
<ul style="list-style-type: none"> <li>Downtown is attracting a younger and more diverse demographic mix, of workers, visitors, and residents.</li> </ul>	<p><b>6. Respond to Downtown’s changing demographics by meeting the needs of a wide range of ages and backgrounds for an enlivening, safe and supportive environment.</b></p>
<ul style="list-style-type: none"> <li>As Downtown has become a more mature urban center, it is experiencing an increase in visitors and more interest in tourism.</li> </ul>	<p><b>7. Promote elements that will create a great visitor experience and a more vital tourism sector for Downtown.</b></p>
<ul style="list-style-type: none"> <li>We live in an increasingly global economy, with flows of goods and services, capital and people transcending state and national boundaries.</li> </ul>	<p><b>8. Strengthen Downtown’s competitive position in the global and regional economy, while reinforcing local roots and local approaches.</b></p>
<ul style="list-style-type: none"> <li>Downtown’s relationship with adjacent residential neighborhoods has evolved. It remains important to achieve a transition in building form and intensity between Downtown and adjacent residents, but nearby neighborhoods are also seeking the attractions that the city center brings.</li> </ul>	<p><b>9. Maintain graceful transitions with adjoining residential neighborhoods, while integrating these neighborhoods through linkages to Downtown attractions.</b></p>
<ul style="list-style-type: none"> <li>The development arena is becoming increasingly competitive, as Downtown continues to seek quality investments that implement the Subarea Plan vision.</li> </ul>	<p><b>10. Refine the Code to provide a good balance between predictability and flexibility, in the continuing effort to attract high quality development that is economically feasible and enhances value for all users.</b></p>
<ul style="list-style-type: none"> <li>As Downtown has matured and filled in, opportunities for quality development are becoming limited, and expectations have grown as to how each development contributes to the greater whole.</li> </ul>	<p><b>11. Promote through each development an environment that is aesthetically beautiful and of high quality in design, form and materials; and that reinforces the identity and sense of place for Downtown and for distinct districts.</b></p>
<ul style="list-style-type: none"> <li>Bellevue’s park and open space system has dramatically evolved, for example with acquisition and planning for Meydenbauer Bay Park, development of the Downtown Park, and the nearby Botanical Garden on Wilburton Hill.</li> </ul>	<p><b>12. Advance the theme of “City in a Park” for Downtown, creating more green features, public open space, trees and landscaping; and promoting connections to the rest of the park and open space system.</b></p>



# Downtown Livability

## **SCOPE OF WORK** **Economic Analysis in Support of** **Downtown Livability Initiative**

### **I. BACKGROUND**

The over-arching purpose of the Downtown Livability Initiative is to advance implementation of the Downtown Subarea Plan, in particular the Plan's central theme of making Downtown more Viable, Livable, and Memorable. The project will be guided by the existing vision set forth in the Downtown Subarea Plan, and work to more effectively implement the Plan (see Attachment A-1 for Study Area). The focus of the project is on specific elements of the Land Use Code and related regulations as laid out in the Council Principles approved on January 22, 2013 (see Attachment A-2).

### **II. PLANNING CONTEXT**

Downtown Bellevue is the primary economic and residential growth center for Bellevue – and a designated urban center in the Puget Sound area. Downtown growth has been shaped by a history of forward-thinking planning, including, most recently, a significant community planning process that culminated in the update of the Downtown Subarea Plan in 2004 (also known as the Downtown Implementation Plan, or DIP). In recent years, Downtown Bellevue has continued to grow with new jobs and housing. There are currently 42,525 jobs in Downtown with a projected 70,300 jobs by 2030. From a residential standpoint, Downtown is Bellevue's fastest growing neighborhood, which now has over 10,000 residents and is projected to reach 19,000 by 2030. As the City readies itself for coming development cycles, there are a number of regulations that are outdated or otherwise in need of updating. Many elements date back to the original code from 1981.

The overall timeline is for a package of proposed changes to the Land Use Code and design guidelines to be substantially developed in the 2013 calendar year. The amendments will require review by the Planning Commission and adoption by the City Council (anticipated in spring 2014). The project will have close coordination with the ongoing update to the Downtown Transportation Plan.

### **III. PUBLIC ENGAGEMENT/OUTREACH**

City staff will manage the public engagement process including interactions with a wide range of stakeholders. A Council-appointed Advisory Body will work with City staff and consultants in developing work products to accomplish this project. The 15 member group will serve in an advisory capacity to the City Council and Planning Commission. Focus groups including Downtown property owners, developers, design professionals, residents, workers, and former members of the Downtown Implementation Plan Citizen Advisory Committee among others will also be convened at key points in the process.

### **IV. ECONOMIC ANALYSIS**

The focus of this contract is on economic analysis performed by the "Contractor" to support a targeted review of regulations that guide Downtown development and land use activity, particularly looking at opportunities to revise and modernize the current Amenity Incentive System found in LUC 20.25A.030.

The original system was conceived in 1981 when a new Land Use Code for Downtown was adopted. This provided the opportunity to tie higher allowable building heights and floor area ratios (FARs) to the

provision of public amenities. The original incentive system included 16 amenities to choose from, and was calibrated with bonus ratios based on the economic benefit of being able to develop more building square footage compared with the estimated cost of constructing the amenity.

The current incentive system is one of the key land use regulations that apply to Downtown development. It has grown to include 23 possible amenities, each with specific design criteria and bonus rates based on the underlying zoning, which are used to calculate the amount of additional floor area earned.

For this project, the Contractor will provide analytic tools and assessments in support of the City's review of key regulatory elements as part of its Downtown Livability Initiative. In some tasks, the Contractor will provide support as the City takes the lead and others the Contractor will lead under the direction of staff. Throughout this project, there will be close collaboration between the Contractor and City staff to ensure that all efforts are focused towards maximum benefit to the City and the project. To this end, the estimated budget allowances by task provided below may be shifted by joint agreement of the City and the Contractor as the project progresses (the not to exceed contract amount of \$49,500 would remain the same).

### **Task 1: Review of Current Incentive System**

City staff will take the lead on review of the current incentive system including how the program has been used, which amenities have been provided, and how the program has shaped development in Downtown Bellevue over the years. The Contractor's role in this effort will be to collaborate as appropriate to ensure that they have a complete understanding of the history and effectiveness of the current system and that there is a seamless transition from this City-led task with the subsequent Contractor-led elements.

#### **Task 1 Meeting(s):**

Meeting with staff to review background information on incentive system. There will also be a consultant kick-off meeting during this timeframe that will be led by City staff and include the Urban Design/Architecture and SEPA consultants in addition to the Economic Analysis consultant.

The estimated budget for Task 1 is \$3,000.

### **Task 2: Best Practices Research**

Task 2 will focus on researching the best practices in incentive zoning being used successfully in other cities to provide a range of public amenities. The Contractor will conduct a literature review and follow up with selected interviews to identify best practices applicable to Bellevue. The work will identify incentives, regulations, structural pricing arrangements, and/or design guidelines that were successful in achieving policy goals, and the context and market fundamentals that contributed to success or lack of success. Some of the key issues to be addressed include:

- How do others select and prioritize the public benefits codified within their incentive program?
- How are other areas dealing with amenity selection and valuation?
- How are areas dealing with the regulatory structure? How much height and FAR is by right? How much is through an incentive system?

**Task 2 Deliverables:**

- 2.1 Draft technical memorandum summarizing best practices research and how alternative incentive zoning frameworks have been successful in other places, as well as the context for how these examples relate to Downtown Bellevue currently and in the future.
- 2.2 Final technical memorandum summarizing best practices research.

**Task 2 Meeting(s):**

Workshop with the City and other focused stakeholder meetings that would bring together the best practices research with the results of the City’s review of the existing zoning incentive system.

The estimated budget for Task 2 is \$3,000.

**Task 3: Develop Policy Objectives and Alternative Incentive Frameworks**

Based on work products from Tasks 1 and 2, the project team will clarify the policy framework for how incentive zoning could help in implementing the vision for Downtown Bellevue. The discussion will be focused on how and why incentive zoning can be a tool to help achieve particular public amenities and public goals. The policy framework discussion will provide a clear description of the trade-offs between developer amenity valuation and public benefits and how the incentive program itself should be structured to weigh development value or public benefits.

From this work, it will be possible to develop alternative incentive and regulatory frameworks to best implement the vision for Downtown Bellevue. The Contractor will work with City staff and the Urban Design/Architecture consultant to review early direction on potential height and FAR medications and as well as the early set of desirable public amenities.

**Task 3 Deliverables:**

- 3.1 Draft and Final Summary Policy Framework and Alternative Incentive Zoning Framework.

**Task 3 Meeting(s):**

Workshop with the City and Urban Design/Architecture consultant to review Policy Framework and review alternatives.

The estimated budget for Task 3 is \$4,000.

**Task 4: Evaluate Alternative Incentive System Scenarios**

In concert with the development of policy framework and alternative incentive zoning alternatives (the work in Tasks 1-3), the project team will define the key criteria against which the alternatives should be evaluated. A potential (but not complete) list of criteria could include alignment with Downtown Vision, key place-making opportunities, and economic competitiveness measures. The incentive alternatives will be examined through these evaluative criteria.

**Task 4 Deliverables:**

- 4.1 Draft and Final Evaluation Matrix and Alternative Screening Summary

**Task 4 Meeting(s):**

Workshop with the City and Urban Design Team to review criteria and screening.

The estimated budget for Task 4 is \$4,000.

## **Task 5: Economic Analysis of Height/FAR Scenarios and Associated Incentive Program**

The Contractor will provide technical analysis relating to different height and FAR scenarios and their relationship with an updated incentive system. The work will take into account:

- **Zoning Capacity Analysis.** Capacity analysis performed by the City on current and any proposed FAR changes to determine the potential scale and nature of the Downtown area to accommodate future development.
- **Height and FAR Analysis.** The City and Urban Design/Architecture consultant will be analyzing potential height and FAR modifications, including the Downtown OLB District along I-405. The Contractor will incorporate scenarios under consideration into their pro-forma analysis to determine their effect on project feasibility and opportunities for contributing to an incentive system.
- **Demand Assessment and Identification of Incentive Increment.** A demand assessment will evaluate whether there is sufficient market demand in the near- and long-term to develop properties at various height and FAR levels. The anticipated demand in excess of the base zoning will help inform the revisions to the incentive valuation.
- **Incentive Pricing.** A pro forma analysis will be used to determine the residual land value of selected development types. The change in residual land value from adjusting variables (such as increased building height) will help indicate how much a developer could contribute towards potential incentive commodities. Part of this analysis will be an estimate of the value of additional allowable height (by floor) for different development types. The incentive pricing analysis will ultimately be used to help calibrate the “purchase” rates of the public benefits determined in Tasks 1-4.
- **Stakeholder Interviews.** Following the incentive zoning analysis, the consultant will engage local property owners, developers and other interested stakeholders to solicit feedback on the proposed system and specifically the different incentive pricing structures. Feedback will be used to revise the analysis and make recommendations about the final structure of the program.

### **Task 5 Deliverables:**

- 5.1 Draft and Final Evaluation Matrix and Alternative Screening Summary
- 5.2 Draft and final capacity and demand assessment
- 5.3 Draft and final results of the pro forma analyses and willingness-to-pay analysis, incentive pricing program, stakeholder engagement, and the analyses’ methodologies.

### **Task 5 Meeting(s):**

Three workshops with staff to review products and revise incentive program, and stakeholder interviews as described above. In addition, up to 6 meetings with groups such as the project Advisory Body, Planning Commission, and City Council.

The estimated budget for Task 5 is \$30,000.

## **Task 6: Contingency for Supplemental Analysis**

The Contractor will likely be asked to contribute analysis on other Downtown Livability topics such as signage, parking, OLB District, and design guidelines for example. This work will be undertaken based on direction from the City, and will be collaborative efforts with staff and other consultants working on the project.

The estimated budget for Task 6 is \$5,000.

**Expenses**

In addition to the task by task budget estimates above, the overall project includes \$500 for expenses.

**V. CONFLICT OF INTEREST**

In order to avoid any real or perceived conflict of interest relating to this scope of work and the overall Downtown Livability Initiative, the Contractor will have no existing projects located within the Downtown Bellevue Subarea, and will not engage in any future projects in Downtown Bellevue during the term of this Professional Services Agreement.

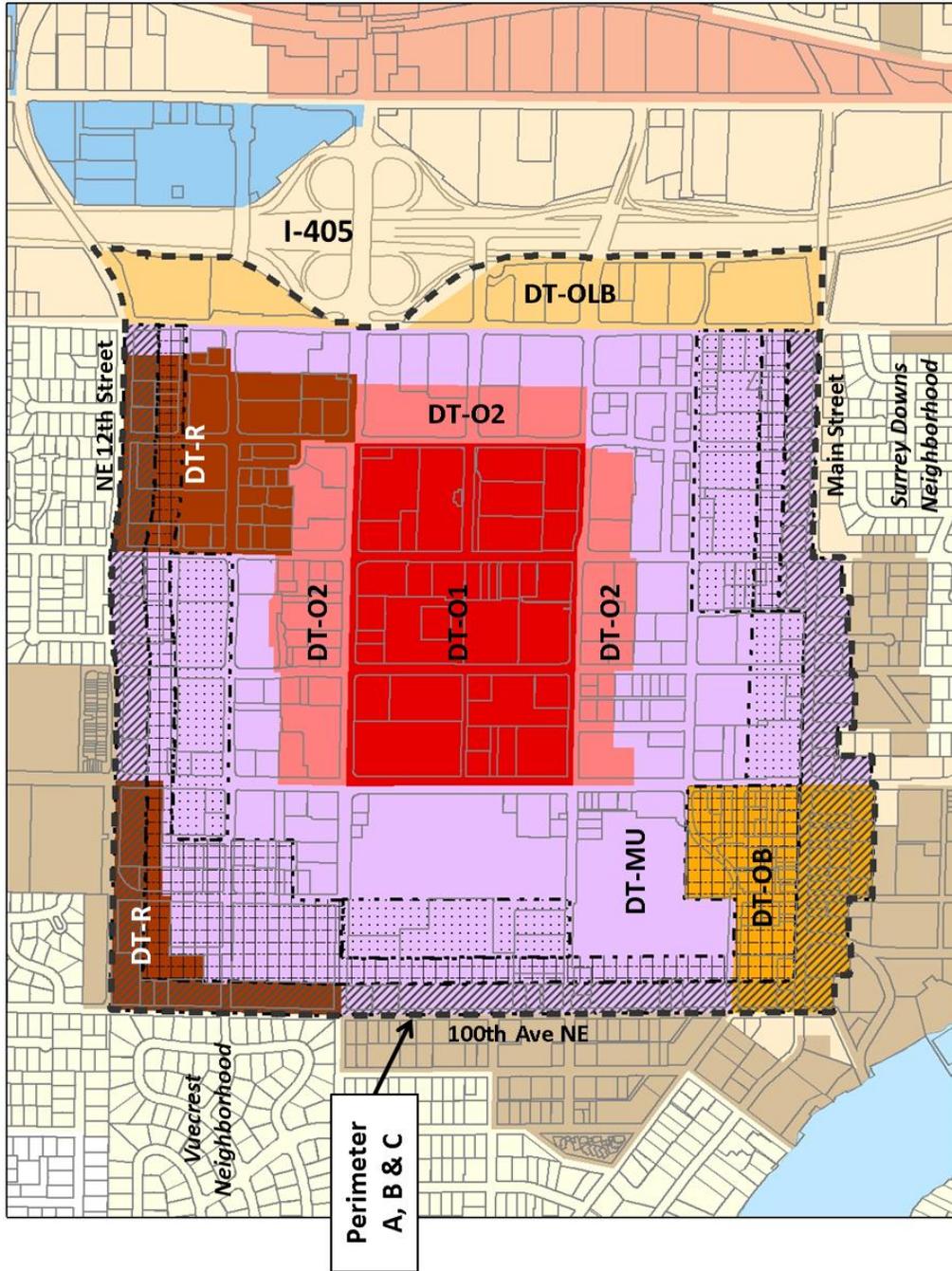
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**ATTACHMENTS:**

- A-1 Study area map
- A-2 Council Principles

ATTACHMENT A-1: STUDY AREA MAP

Downtown Zoning





# Council Principles

## Downtown Livability Initiative

Approved January 22, 2013

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<b>Change</b>	<b>Principle</b>
○ After several development cycles since the original Code adoption, it has become increasingly clear what is working and not working with development incentives.	<b>1. Refine the incentive system to develop the appropriate balance between private return on investment and public benefit.</b>
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Continued on back

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## Principle

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<ul style="list-style-type: none"> <li>As Downtown has matured and filled in, opportunities for quality development are becoming limited, and expectations have grown as to how each development contributes to the greater whole.</li> </ul>	<p><b>11. Promote through each development an environment that is aesthetically beautiful and of high quality in design, form and materials; and that reinforces the identity and sense of place for Downtown and for distinct districts.</b></p>
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# Downtown Livability

## SCOPE OF WORK

### Downtown Livability Initiative/Downtown Transportation Plan Update Integrated Environmental Analysis

#### Introduction

The City of Bellevue (City) has selected the 3MW Studio LLP /Parsons team (Consultant) to conduct an integrated SEPA environmental review of the City's Downtown Livability Initiative/Downtown Transportation Plan Update. The components of the proposal consist primarily of the policies and projects of the Downtown Transportation Plan Update and amendments to the City's land use code, including development standards, design guidelines and standards and other miscellaneous standards. The integrated SEPA process will follow SEPA/GMA integration provisions, as established in WAC 197-11-210.

An assessment of all environmental topics will be conducted in Task A.2, SEPA Environmental Checklist, described below. However, it is anticipated that Consultant time under this Scope of Services will focus on potential impacts in two areas: (1) transportation and (2) community character/aesthetics. Should environmental scoping identify other areas of potential significant adverse impacts, the Consultant and City will review and revise tasks as needed.

Preparation of a SEPA EIS is not anticipated within this Scope of Services or budget. If the SEPA Threshold Determination results in the need to prepare an EIS, the Consultant and City will review and revise the Scope of Services and budget to provide additional resources for preparation of the EIS.

#### A. Project Planning.

1. *Data Review.* Consultant will review available data associated with the Downtown Livability Initiative and the Downtown Transportation Plan Update.
2. *SEPA Environmental Checklist.* Consultant will revise the preliminary SEPA Checklist dated November 6, 2012 to include additional discussion of available environmental information, identify potential areas of significance and areas for which additional environmental analysis is unlikely to be required. The Consultant will prepare a Draft SEPA Checklist that provides a qualitative review of record of all environmental topics, based on available data. Following City review and additional information provided through activities described under Task B Integrated SEPA Review, the Consultant will finalize the SEPA Checklist for City use in making a Threshold Determination (Task 6).

#### Work Product:

1. Draft and Final SEPA Environmental Checklist

## **B. Integrated SEPA Review**

3. *Project Team Meetings.* Consultant will participate with City of Bellevue staff and other Downtown Livability Initiative and Downtown Transportation Plan Update consultant teams to review preliminary recommendations for amendments to the Downtown Transportation Plan policies and projects and to the Downtown Land Use Code. Meeting participation will be jointly determined by the City and Consultant, based on the applicability of meeting topics to SEPA review issues and budgeted hours.
4. *Development Concepts/Scenarios.* Based on recommendations from the Downtown Livability Initiative/Downtown Transportation Plan Update team, the Consultant will identify and describe alternative development concepts or scenarios for which SEPA review would further contribute to project-level decisions. It is anticipated that the scenarios will focus on potential changes to transportation strategies and/or development standards. The scenarios will allow specific additional analysis of potential impacts and/or the sensitivity of the proposal to potential changes to the transportation system and/or development standards. Up to four (4) alternative development scenarios or concepts are assumed.
5. *Environmental Analysis.* Using the development concepts/scenarios identified in Task 4, the Consultant will conduct/coordinate analysis of implications and impacts of the scenarios and potential mitigation to address impacts as needed. It is anticipated that the Consultant will work with other members of the project team, including technical consultants and City staff, for specific technical tasks, such as transportation and/or visual modeling.
6. *Threshold Determination and SEPA Strategy.* Consultant will prepare an initial SEPA threshold determination for the preliminary proposal and develop a strategy to provide SEPA compliance for the project. If the selected strategy calls for completion of an EIS, the Consultant will prepare a preliminary work program and schedule for completion.

### **Work Products:**

1. Participation in project team meetings
2. Description of the proposal and up to four (4) alternative concepts or scenarios
3. Up to four technical memos describing potential impacts associated with the proposal and alternative concepts/scenarios.
4. Draft SEPA Threshold Determination
5. Recommended SEPA strategy

### C. SEPA Documentation

7. *Final Proposal/Preferred Alternative.* Consultant will assist in refining the preferred policies, projects and code amendments based on environmental analysis and will prepare and contribute environmental findings and conclusions in meetings with the Planning Commission and City Council regarding project progress or direction. Consultant will document the preferred land use and transportation components that comprise the final proposal/preferred alternative.
8. *Integrated SEPA/GMA Document.* The Consultant will compile all prior environmental documentation, including technical memos, white paper analyses, public meeting information, and others, to describe (1) proposal objectives; (2) the final proposal and alternative scenarios considered; (2) potential significant impacts, including both negative impacts and project benefits; (3) mitigating measures; and (4) significant unavoidable adverse impacts, if any. The document will emphasize (1) major findings and conclusions, (2) future actions that will be foreclosed by implementation of the proposal, if any, and (3) significant areas of controversy and issues to be resolved, if any. Documentation will be primarily comprised of materials prepared in prior project tasks integrated to clearly illustrate the way in which environmental information was used in the decision-making process. Documentation will emphasize a reader-friendly approach, using clear language and charts, tables and images to convey information.
9. *Public Meetings.* As requested, the Consultant will participate in meetings with the Planning Commission, City Council and the general public up to the available hours in the budget. Consultant participation in these meetings will include preparation of summary environmental information in a manner that clearly illustrates the differences between options, potential impacts and strategies to address impacts. As appropriate, clear language and charts, tables and images will be used to convey information.
10. *Legal Notices.* Consultant will assist the City in preparing legal SEPA notices as required.

#### **Work Products:**

1. Documentation of the final/preferred alternative
2. Final compiled SEPA document that describes the proposal, alternatives, potential impacts, mitigating measures and unavoidable adverse impacts.
3. Participation at public meetings as required
4. Assistance with legal notices as required

#### **Assumptions**

- Additional services beyond those described in this document require modifications to this Scope of Services or explicit, pre-approved substitutions. The Consultant will not perform work outside of this Scope of Services without written authorization from the City.

- The scope does not include original data collection except as explicitly described in this scope. Research and data collection will be based on readily available secondary sources of information, including reports, inventories, maps and other similar literature from local government and other sources.
- The City is responsible for document reproduction and distribution of all review and final drafts for the purpose of staff comments. Consultant deliverables will be limited to electronic file transfers.
- The budget presents cost estimates for each task. Time may be transferred from one task to another – upon mutual approval of the City and Consultant - due to greater or lesser level of effort, provided that each task shall be completed and the total budget shall not be exceeded.
- The Consultant will have primary responsibility for coordinating, reviewing, and editing information obtained from the team members to ensure that final documents are consistent in style and content.
- The City will provide available necessary government documents, studies, GIS data layers and mapping, travel model and traffic LOS results, land use distributions by TAZ, and other technical information pertaining to the study area, including any appropriate electronic GIS data, aerial photos, and drawings of areas in the project study area.
- The City will consolidate all internal staff review comments on draft review documents and provide a single, complete set of comments to the Consultant for revisions.
- This Scope does not include assistance with or representation by the Consultant at legal and quasi-judicial appeals.

#### **D. Conflict of Interest**

In order to avoid any real or perceived conflict of interest relating to this scope of work and the overall Downtown Livability Initiative, the Contractor will have no existing projects located within the Downtown Bellevue Subarea, and will not engage in any future projects in Downtown Bellevue during the term of this Professional Services Agreement.

Contractor shall maintain all information provided by the City as confidential and shall not disclose any information to any party unless authorized in advance by the City to disclose such information. In addition, Contractor shall maintain all draft, preliminary, and final work, conclusions, analysis and other documents generated by Contractor as confidential, and shall not disclose any such information or document to any party unless authorized in advance by City to disclose such information. For purposes of this Agreement, disclosure includes, but is not limited to providing copies of document, or discussing information or conclusions verbally or in writing that are included in or generated from the information provided by the City or work of the Contractor.

## E. Budget

Task	3MW Studio LLC		Parsons	Totals
	Principal	Project Planner	Sr. Planner	
	\$150	\$100	\$185	
<b>A. Project Planning</b>				
1. Data Review	4		4	8
2. SEPA Environmental Checklist	12			12
<b>B. Integrated SEPA Review</b>				
3. Meetings	14		14	28
4. Development Concepts/Scenarios	12	4	12	28
5. Environmental Analysis	40	8	48	96
6. Threshold Determination and SEPA Strategy	6		4	10
<b>C. SEPA Documentation</b>				
7. Final Proposal/Preferred Alternative	8	4	8	20
8. Integrated SEPA/GMA Document	40	8	24	72
9. Public Meetings	12		12	24
10. Legal Notices	4			4
<b>Total Hours</b>	<b>152</b>	<b>24</b>	<b>126</b>	<b>302</b>
<b>Labor Total</b>	\$ 22,800	\$ 2,400	\$ 23,310	<b>\$48,510</b>
<b>Direct Expenses</b>		\$150	\$150	<b>\$300</b>
<b>Subconsultant Fee (5%)</b>				<b>\$1,173</b>
<b>TOTAL BUDGET</b>				<b>\$49,983</b>