2013

Downtown Bellevue Commuter Parking Assessment Report

Prepared for:

City of Bellevue

Submitted by:

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1. Executive Summary

From late 2012 through 2013, concurrent with development of its Downtown Transportation Plan Update, the City of Bellevue initiated a review and analysis of its office parking requirements, policy and code to answer this basic question:

> *Are the current land use code requirements for parking supply at downtown office buildings consistent with and supportive of the city's policies and goals for downtown, including those relating to economic development, livability, mobility and transportation demand management?*

This report addresses a range of issues and topics related to office parking and its impact on business and development activity in Downtown Bellevue, Washington. Within this context, policy, code and assessments of actual office development projects in the downtown are presented. Additionally, forecasts of different code/parking/development scenarios are analyzed and discussed.

In particular, the city is interested in evaluating whether its current office parking policies and code requirements are "right-sized" in a manner that ensures that (a) developers find Bellevue an attractive and competitive location to build; (b) developers are not disincented by parking requirements as compared to other markets; and (c) parking standards correlate to the community's desired goals for transit, biking, walking and rideshare. Existing code concerning parking in downtown dates back several decades to the 1980s, when the overall environment was significantly different in terms of transit service levels, parking costs and tenant mix at office buildings.

This analysis takes into consideration the 2030 mode share forecast associated with the Downtown Transportation Plan Update under way in 2012 and early 2013. This forecast was derived from the city's traffic model, which included daily long-term parking cost as one of the inputs.[1] The current analysis does not seek to assess or validate this parking cost assumption or any other parameters of the Downtown Transportation Plan Update; rather, it assesses the effectiveness of the city's current parking code requirements in supporting the mode share forecast associated with that planning effort.

[1] The assumed 2030 daily long-term parking cost was $27.93 for work trips by automobile, based on figures from the Puget Sound Regional Council regional traffic model and adjusted for inflation. Sensitivity analysis conducted for the Downtown Transportation Plan Update showed a relationship between cost of parking and anticipated transit use; lower parking costs were associated with less use of transit (and higher vehicle volumes).

FINDINGS

Key findings from the analysis are as follows:

F-1 ***New office developments in Downtown Bellevue are generally required to provide more parking than alternative business locations and/or peer cities considered.*** Looking into the future, Downtown Bellevue's relatively high minimum parking code requirements may be less development-friendly than peer cities considered, particularly for developers that would prefer to build fewer stalls or assume a more "market-based" and/or tailored approach to determining parking need or demand (see pages 7-9).

F-2 ***Bellevue has adopted downtown growth goals targeting significant reductions in drive-alone commute trips that support the land use vision as well as the transportation facilities plans for retaining mobility, but maintains minimum and maximum parking standards that will clearly hinder that outcome.*** Bellevue's strictest office parking standards, those in the O1/O2 zones of downtown, are minimum 2.0 and maximum 2.7 stalls per 1,000 net square feet (nsf). At a typical rate of four employees per 1,000 nsf, these standards provide parking capacity for drive-alone commute trip rates of 50% for the minimum and 67.5% for the maximum. The maximum standard, in particular, conflicts with both the current Comprehensive Plan target of a 60% drive-alone rate for commute trips, and the Downtown Subarea Plan 2020 goal and 2030 forecast of no more than 51% of commute trips by drive-alone mode. Since the resulting parking supply has historically leaned toward the maximum standard, downtown office parking standards overall are clearly out of sync with the city's drive-alone commute trip rate goals (see pages 31 and 36-38).

F-3 ***The posted market rate for monthly office parking in Downtown Bellevue significantly overstates the actual market cost that many tenants and users actually pay.*** Indications are that the monthly rates that employers and/or their employees pay property managers for parking are significantly lower than posted monthly rates. Evidence also points to heavy subsidization of commuter parking costs by employers in Downtown Bellevue. This employer cost burden, expressed as an additional cost per nsf, is significantly higher than in peer cities. This practice distorts the true cost of drive-alone trips to the end user and makes driving seem like a relatively cheap option (see pages 13-19).

F-4 ***The maximum ratio of office parking in the code appears to be the standard close to which developers plan and build, in most cases.*** Since 2001, built and proposed large-scale office development projects have allocated an average of 2.44 stalls per 1,000 nsf, as compared to a maximum ratio of 2.7 stalls/1,000 nsf in the O1/O2 zone (in which eight of the nine projects are located); and 3.0/1,000 nsf in the R/MU/OB/OLB zones (in which the ninth project is located). Only two projects have supplied parking at or near the minimum standard (see pages 20-23).

F-5 ***The level of office parking access appears to influence the proportion of commute trips that are taken by drive-alone mode.*** Developers have built actual office parking to a ratio of 0.678 stalls per worker; and the city's 2011 Mode Share Survey indicates that 65% of downtown commute trips are by drive-alone mode (see pages 20-21 and 23). The closeness of these two figures (0.678 and 65%) suggests that the actual drive-alone rate is driven by the parking supply available. The effect of parking supply in inducing drive-alone commuting is further suggested by: (1) the propensity of property managers to fill up their parking, based on economic drivers to maximize revenue from existing supply; (2) anecdotal but credible reports indicating that downtown office parking tends to reach capacity when buildings are fully leased (see page 28); and (3) evidence of subsidization of commuter parking costs, bringing these costs lower than in peer cities (described in Finding 3 above), as a mechanism to fill the parking that has been made available by sunk costs of construction. The finding that commuter parking is underpriced compared to peer cities carries the economic implication that it is oversupplied. This condition—oversupply and resulting subsidization—has negative cost implications for employers and developers, and undermines the city's mode share goals (see pages 36-37).

F-6 ***The future economic burden to developers of building to the city's existing downtown office parking maximum standard is significantly greater than what it would be if the city were to sync the standard to adopted downtown mode share goals, thus "leveling the playing field" to a lower maximum that all developments would be required to meet. Lowering the minimum requirements would allow further cost savings to occur.*** Looking into the future through 2030, the additional cost burden of building commuter parking to the current standard, compared to a maximum standard synced to the Downtown Subarea Plan 2020 goal/2030 forecast of 51% of commute trips as drive-alone, totals approximately $103 million for the amount of office development needed to serve projected growth (see pages 24-26). Furthermore, based on the consultant's analysis, this cost to build parking is unlikely to be recouped from parking revenue generated (page 24).

RECOMMENDATIONS

Significant recommendations from the analysis are as follows:

R-1 ***Align all policy documents so that the numerical targets for mode share are consistent.*** Policy language in the Comprehensive Plan (specific to Downtown Bellevue) does not reflect the Downtown Subarea Plan's more aggressive trip reduction goals. The Comprehensive Plan also fails to embrace the Downtown Subarea drive-alone commute mode share goal. Specifically, the Comprehensive Plan has a current commute drive-alone target of 60%, while the Downtown Subarea Plan has a 2030 goal/forecast of 51% of commute trips by drive-alone mode (see pages 35-38).

R-2 ***Adjust current code provisions for downtown office parking development to bring them into sync with desired policy outcomes and mode share goals***. Current parking minimums and maximums for commercial office uses *require* more parking (on the front end through minimums) and *allow* more parking at the top end (maximums) than the policy would suggest is necessary or optimal when balanced with mode goals for the drive-alone rate for commute trips. Further, the current maximum office parking ratios in downtown—2.7 and 3.0 spaces per 1,000 nsf, depending on location—would translate to 67.5% and 75% access for those using a drive-alone commute mode (based on four employees per 1,000 nsf of office space). As Finding F-5 above indicates, these ratios encourage a rate of access for drive-alone commuting that exceeds both the Comprehensive Plan target (60%) and the Downtown Subarea Plan goal/forecast (51%) for the rate of drive-alone commute trips (see page 37-38). Specific code recommendations are as follows:

R-2a ***Lower all minimum parking standards in the code to 1.0/1,000 nsf for downtown general office uses.*** Based on experiences in other cities and on Bellevue's current drive-alone commute mode share, a low minimum will encourage a more market-based approach to meeting parking demand at the front end of development planning (see page 39).

R-2b ***Lower the maximum parking standard in the downtown O1/O2 zoning districts from 2.7/1,000 nsf to 2.0/1,000 nsf as a means to influence a more accelerated shift of drive-alone commute mode share to the Downtown Subarea Plan goal/forecast, and to leverage these districts' proximity to the transit center. Lower the maximum for office uses in the R/MU/OB/OLB "perimeter" zoning districts from 3.0/1,000 nsf to 2.6/1,000 nsf, a standard that correlates with the current 65% drive-alone mode share.*** Since built parking is well-correlated with drive-alone commute mode share (as described in Finding F-5 above), continuing this standard would likely result in "status quo" drive-alone commute mode share moving forward. Conversely, setting the maximum at 2.0/1,000 nsf for O1/O2 will "calibrate" the parking code requirements for office uses in that core zoning districts to the Downtown Subarea Plan goal/forecast of 51% of commute trips by drive-alone mode (see pages 39-40).

R-3 ***Discourage employer subsidies for commuter parking***, at least to the extent that such subsidies make driving a more appealing option than transit or other alternative modes. Continue to provide education efforts with employers so as to highlight the cost-of-business impacts that parking subsidies create and illustrate that cost-effective support can be provided for transit and other non-drive-alone transportation modes (see pages 13-19). This task would be made easier by "right-sizing the parking supply to match the city's mode share goals as described in Recommendation R-2 above.

R-4 ***Offer incentives for the development outcomes desired.*** These could include the following: bonuses for desired infrastructure (e.g., bike facilities, support for transit, shared parking, etc.); lower minimums by proximity to transit or commitments to

approved transportation demand management plan; or fees for alternative mode investments in lieu of parking (see pages 10-11).

R-5 ***Review code provisions, approval processes and operating practices for new and existing development in order to facilitate parking effectively serving both building and non-building users.*** Potential ways to address this recommendation include the following: (1) Promote garage designs that include exterior access for pedestrians to facilitate general public use (see page 28); (2) Encourage and/or facilitate practices wherein access to a building's office parking supply is "non-accessory" (available for use by both tenants and non-tenants; see pages 28 and 29); and (3) Evaluate whether there are options to streamline and simplify shared parking plans for property developments (see pages 10 and 28). These steps will maximize the capacity potential of all parking built, as well as allow the use of existing parking supply to better support parking needs while transitioning to a reduced supply. Although current code allows these designs and practices, the extent of their occurrence at present is limited.

R-6 ***Develop a strategic plan to ensure sufficient parking capacity during the "transition period" following adoption of new parking standards,*** such as adding code provisions to address parking needs during an interim time period (see pages 40-41 and 43).

R-7 ***Continue investments in alternative transportation*** to support Downtown Subarea Plan mode goals and as backing for adjustments to maximum parking standards (see pages 24 and 43).

Additional recommendations are provided in Chapter 4 on pages 40-41.

2. Commuter Parking & Economic Competitiveness

As the city evaluates the parking code for downtown, one consideration is how any changes may impact the area's competitiveness as a location to develop or for businesses to relocate. There are many factors that affect the economic competitiveness of a development area. These include land costs, lease rates, fee and tax structures, mix of uses, access systems (road, freeway and alternative mode infrastructure), cleanliness, safety and proximity to trained labor pools (to name a few). Downtown Bellevue is an increasingly attractive location for businesses in the Puget Sound region. Beginning in the mid-2000s, large employers started moving to downtown from outlying office park-type settings. Employers making this move included Eddie Bauer, Symetra, Drugstore.com and Expedia. Microsoft abandoned plans to expand to a new site in Issaquah and chose to instead locate 6,000 employees in Downtown Bellevue. This pattern continues with the recent moves by Concur Technologies and eBay from Redmond to Downtown Bellevue.[2]

Commonly cited reasons for moving to downtown include presence of nearby restaurants, retail, housing, and quality of transit service, all of which appeal to workers and aid in recruitment and retention of talent. Debbie Jaksich, a Commute Trip Reduction Representative from King County Metro who works on behalf of the city directly with large companies in downtown on their commute trip programs, reports that many companies base their decision to move to Downtown Bellevue on factors such as enhanced visibility ("a premier address") and the cluster benefit of locating near a pool of well-qualified employees, and may be willing to pay a premium to garner those benefits. This observation is echoed by brokerage professionals and representatives of businesses relocating to Bellevue who also note how the location advantage helps companies attract top talent.[3] Nonetheless, parking too is an element that developers and businesses consider as they make decisions regarding development, location, relocation and/or expansion.

As the development cost of parking can be significant (particularly in parking structures), it can be assumed that one standard of competitiveness is the degree to which parking requirements are "calibrated to the market" versus an arbitrary standard. In other words, if requirements for a development result in more parking than the market calls for, then the project is hindered both financially (unnecessary additional cost to develop) and competitively with other areas with lower or more market-sensitive requirements.

PARKING STANDARDS & REQUIREMENTS

Parking code requirements for a number of "peer cities" (PCs) and regional "alternative business locations" (ABLs) were examined (see Appendix B). These comparative business areas include:

[2] Prynne, E. "eBay's growing local staff moving to Bellevue", Seattle Times, Jan 14, 2013
[3] See Prynne article above.

Peer Cities (PCs)

- Portland, Oregon (Lloyd District)
- San Jose, California (Downtown)
- San Diego, California - City Centre (Downtown)
- Arlington, Virginia (Rosslyn)
- Seattle, Washington (South Lake Union District)

Regional Alternative Business Locations (ABLs)

- Seattle, Washington (Downtown)
- Issaquah, Washington (Hyla-Rowley site)
- Bellevue, Washington (Bel-Red area)
- Redmond, Washington (Overlake area)
- Kirkland, Washington (Totem Lake Neighborhood)

In identifying peer cities/districts, the consulting team worked with city staff to identify other cities that have (to the degree possible) similar characteristics to Downtown Bellevue in terms of land use, urban design, and transit service. That analysis concluded that ***new office developments in Downtown Bellevue are generally required to provide more parking than alternative business locations and/or peer cities considered.***

Table 1 provides a summary of how Downtown Bellevue compares to seven other locations in relationship to minimum and maximum parking requirements for office in core development areas.

Table 1: Comparative Parking Requirements (Office development stalls per 1,000 net square feet except as otherwise noted)

		Peer Cities					Regional Alternative Business Locations				
	*DT Bellevue**	South Lake Union**	Lloyd District, OR	DT San Jose, CA**	DT San Diego, CA	Arlington VA, Rosslyn** (based on gross square feet)	DT Seattle	Bel-Red	Redmond Overlake	Issaquah, Hyla-Rowley**	Kirkland, Totem Lake
Parking Min.	*2.0 (in zones O-1 & O-2)-2.5 (in zones R, MU, OB, & OLB)*	1.0	0.0	2.5 (0.0 under 50,000 nsf)	1.5 (0.0 under 50,000 nsf)	May be 1.0 or 2.1, depending on "adequacy" of required TDM plan. Other-wise, first 5,000 sf: 1 space for each 150 square feet. Next 10,000: 1 space for each 200 square feet. Area in excess of 15, 000: 1 space for each 250 square feet.	0.0	2.0 – 3.0	2.0	2.0	In general, proposed develop-ment will require a parking study with submission of develop-ment application to determine parking require-ments, to be reviewed by City Engineer. General require-ments for office are 1 space per 300 square feet.
Parking Max.	*2.7 (O-1 & O-2)-3.0 (R, MU, OB, & OLB)*	145 stalls surface max/no limit in garage	2.0	2.5	No Limit		1.0	3.0 – 4.0	3.0	4.0	

* see Appendix D for a map of the zones in Downtown Bellevue.
**Minimum parking requirements can be reduced based on proximity to transit.

Minimum Parking Standards

As Table 1 suggests, Downtown Bellevue's *minimum parking requirements* are higher than those of most peer cities, which range from no minimum requirements (Lloyd District in Portland) to 2.5 stalls per 1,000 net square feet (nsf) (San Jose). (One peer city, Rosslyn, has a code that could potentially require 4+ stalls per 1,000 gross square foot, although depending on the adequacy of its TDM plan, a building's minimum could also be set at 1.0 – 2.1 stalls per 1,000 gross square foot.) Also, the more urban peer cities (South Lake Union (SLU), Lloyd District in Portland and Downtown San Diego) trend toward lower minimum requirements.[4] From a competitive point of view, Downtown Bellevue's minimum parking code requirements may be less development-friendly than peer cities considered, particularly for developers that would prefer to build fewer stalls or assume a more "market-based" and/or tailored approach to determining parking need or demand, especially since

[4] San Diego exempts the first 50,000 nsf from any minimum parking requirement. On a 250,000 nsf development, the actual cumulative parking minimum (exempting the first 50,000 nsf) would be 1.2 in San Diego.

the cost of building parking is unlikely to be recouped from future parking revenue generated.[5] Lowering the downtown minimum parking requirements to a more urban standard comparable to higher-density areas would communicate that Bellevue is interested in allowing market conditions to set the minimum. Also, lowering a minimum would not mean that parking would not be built, but rather that prospective developers would be given the leeway to adapt parking needs to the downtown, the site and/or business mix.

> *From a competitive point of view, Downtown Bellevue's minimum parking code requirements may be less development-friendly than peer cities considered, particularly for developments that would prefer to build fewer stalls or assume a more "market based" and/or tailored approach to determining parking need or demand.*

In conclusion, the current minimum standards make Downtown Bellevue slightly less competitive compared to most peer cities (urbanized). While Downtown Bellevue's requirements are on par with those of ABLs (suburban), Bellevue is an urbanizing (if not already urbanized) downtown. Higher minimums place higher cost requirements on developers, as surface parking is likely not an option in Downtown Bellevue, but is typical in some of the ABLs.

Maximum Parking Standards

With regard to *maximum parking ratios*, the ten comparison locations vary widely. Downtown Bellevue, with maximums of 2.7 – 3.0 per 1,000 nsf, is similar to Redmond Overlake, which is at 3.0 per 1,000 nsf. Downtown Seattle and Lloyd District (Portland) are fairly restrictive in comparison, at 1.0 and 2.0, respectively. SLU restricts surface parking as part of its approach (no more than 145 stalls), but has no limit once the parking transitions from the 145-stall limit on surface parking to a parking garage. Downtown San Jose's minimum and maximum are the same (2.5/1,000 nsf) with any increase or decrease in the amount provided requiring approval of the department director. San Diego's downtown eliminated its maximum parking ratios in 1999 as a specific measure to create a more "development-friendly" environment.[6]

Overall, there is a great variety in how jurisdictions manage maximum parking ratios. Cities like Seattle, Lloyd District (Portland), San Jose and SLU are particularly sensitive to the relationship of their parking code to goals and objectives for alternative modes. For

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[5] Cost analysis by the consultant indicates that unless monthly per-stall parking revenue is in excess of $300, parking construction and operating costs are unlikely to be recouped through future parking revenue. As indicated later in this chapter in the section "Parking Rates and the Cost of Doing Business," monthly parking rates in Downtown Bellevue are significantly lower than this amount. See page 24 for additional discussion on this topic.

[6] City Centre Development Corporation. Downtown Parking Standards Memo. May 31, 2011.

instance, Seattle, Lloyd District (Portland), and SLU have specific drive-alone targets established in their parking policies and attempt to "calibrate" their parking standards to those mode goals.[7] This, of course, is coupled with programs and infrastructure for transit, biking, walking, ridesharing, and communications/education. San Diego's elimination of maximum parking standards in their downtown was based on promoting itself as more development-friendly; a desire to facilitate shared use opportunities between properties/ developments; and a belief that the very cost of structured parking would create limitations on the amount of parking ultimately built.

In all of these cases, there was a policy basis that underlay the actual standard, and the standard attempts to calibrate supply to the policy. On its face, it does not appear that Downtown Bellevue's current parking maximum makes Bellevue any more or less competitive than other jurisdictions. However, establishing a more direct policy relationship between a maximum standard and its intended purpose would identify Bellevue as having a parking code that is strategically based and calibrated to clear policy and vision goals.

Establishing a more direct policy relationship between a maximum standard and its intended purpose would identify Bellevue as having a parking code that is strategically based and calibrated to clear policy and vision goals.

Other "Code" Factors for Competitiveness: Bonuses and Incentives

From the review of other cities, there are also strategy options in place that incent/allow developers to reduce minimum parking requirements or gain concessions for development features that will encourage lower or more efficient auto use. These types of measures can be viewed as more developer-friendly (and are therefore more competitively advantageous). These types of incentives include:

- Floor Area Ratio (FAR) bonuses for shared parking (San Diego).[8]
- FAR bonuses for bicycle parking/shower/locker facilities (Lloyd District, Portland).
- Lower minimums by proximity to transit (Issaquah Hyla-Rowley, San Jose, SLU, Rosslyn).[9]
- Curbside parking allowed as a deduction from parking minimum requirement (Redmond Overlake).
- Lower minimums based on commitments to approved transportation demand management plan - TDMP (SLU).[10]

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[7] See for instance, *Central City Transportation Management Plan: Plan and Policy*, City of Portland Office of Transportation Bureau of Planning, Policy 3: Mode Split, p 37 – 39.

[8] Bellevue does allow reduction to the minimum parking requirement (20%) in projects with demonstrated shared uses formalized through shared parking agreements, but it does not provide FAR incentives.

[9] Bellevue code is calibrated for lower levels of parking in the core area (O-1 and O-2 zones) that are proximate to the transit center and higher levels in the outer zones of downtown.

- Elimination of "accessory" (site-specific) parking designations for new parking built with new land uses (Bellevue, Portland).[11]
- In-lieu parking fees that allow developers to provide less parking than required by minimums and instead provide funds for access improvements or alternative mode investments in the affected downtown (Bend, OR).

As with the parking minimums themselves, strategies like those outlined above are intended to format parking standards in a manner that ensures the standards themselves do not put projects at a financial or competitive disadvantage at the front end. ***As feasible, and potentially in tandem with reducing current parking minimums, the consultant recommends that Bellevue adjust code provisions to more fully include all or some of the above-listed strategies in its downtown development code.***

PARKING RATES AND THE COST OF DOING BUSINESS

Parking Rates (Office Market)

As noted earlier, there are many factors that affect the economic competitiveness of a development area. The cost of parking can certainly be a factor, particularly when there are perceptions about parking where parking charges are already in place versus areas where parking is primarily free. It should be noted, however, that comparisons between areas with free parking and adjacent areas with paid parking are not always apples-to-apples. The fact that most urban areas provide parking in garages and have higher land costs usually equates to parking charges, whereas lower-density suburban areas primarily provide parking in surface parking lots, and such costs are often carried/hidden in lease rates.

Nonetheless, as a first measure of competitiveness, the monthly and daily "posted" market rates for office-related parking stalls can be reviewed.[12] Table 2 provides a summary of monthly and daily rates for the regional alternative business locations and peer cities that

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[10] Bellevue requires ongoing implementation of a Transportation Management Program (TMP) at buildings that exceed certain size thresholds (specific requirements vary according to building size and use an additional overlay of requirements apply to office uses in downtown). However, there is no provision for reduction of parking supply specifically associated with the TMP.

[11] In Portland, any new parking approved as a part of a new development is considered "growth parking." In other words, the parking is not considered as an exclusive accessory use to the new development, rather the owner of the parking can provide parking to any use (whether on-site or off-site) all days and all hours. This encourages shared uses over time and allows the owner of the parking to maximize the value of parking by making underutilized stalls available to the general public. All parking in the Portland Central City is governed by fairly tight parking maximums, which limits the overall amount of parking that can be provided. As such, the "growth parking" designation allows for very efficient use of a constrained supply. See Chapter 3 for discussion of "accessory" parking in Bellevue.

[12] The "posted" rate for parking refers to the advertised rate, whether through leasing or on a rate board. The posted rate should not be confused with the cost to users (or out-of-pocket rate). The out-of-pocket rate is an important indicator, particularly as it can influence true parking demand. See the discussion *Parking Rates (Cost to Business – Cost to User)* in the pages that follow in this chapter.

were discussed in the preceding pages. Information for cities with parking charges was derived from Colliers International, *2012 North America Central Business District Parking Rate Survey* and other local sources (where available).[13]

As the table demonstrates, when contrasted to peer cities, Bellevue's parking rates are lower than those in King County-based areas (Downtown Seattle and SLU), but with the exception of Rosslyn, VA, higher than peer cities in other states (Lloyd District in Portland, San Diego and San Jose, CA). When compared to a national average of 44 central business districts in the U.S., Bellevue is 16% and 4.7% higher than the median for monthly and daily parking, respectively. When contrasted to regional alternative business locations (ABLs) other than Downtown Seattle, Bellevue's parking costs are significantly higher given that most of the suburban areas outside Downtown Bellevue do not charge for parking.

Table 2: Comparative Parking Rates - Central Business Districts (PCs and ABLs)

	City	Average Monthly Parking Rate (Unreserved Stall)	Average Rate for Daily Parking
	Bellevue, WA	$193.00	$18.00
Peer Cities	Portland, OR (Lloyd District)	$ 98.00	$8.50
	Arlington, VA (Rosslyn)	$270.00	$19.00
	San Diego, CA – City Centre (DT)	$175.00	$26.00
	San Jose, CA (Downtown)	$115.00	$15.00
	Seattle, WA (South Lake Union Dist.)	$238.00	$15.00
	NATIONAL AVERAGE (US CBDs)	*$166.00*	*$17.19*
Alternative Business Locations	Seattle, WA (Downtown)	$285.00	$27.00
	Bellevue, WA (Bel-Red Area)	Primarily free parking	Primarily free parking
	Issaquah, WA (Hyla-Rowley site)	Primarily free parking	Primarily free parking
	Redmond, WA (Overlake Area)	Primarily free parking	Primarily free parking
	Kirkland, WA (Totem Lake)	Primarily free parking	Primarily free parking

Overall, the summary of rates is inconclusive as to whether posted parking rates for the office market are adversely affecting Downtown Bellevue's competitiveness as an attractive development location. Other factors, such as land use absorption rates, employment growth, lease rents and/or office vacancy rates (to name a few) would be important indicators of competitiveness along with parking metrics. In spite its high parking minimums, Downtown Bellevue enjoys a relatively low commercial vacancy rate. It will be important to recognize that parking in regional ABLs is less costly (both for the cost of development and in cost to users). However, this can be said of any of the peer cities that have regional ABLs displaying this same relationship (i.e., paid versus free parking).

[13] See: http://www.colliers.com/en-us/us/

Parking Rates (Cost to Business – Cost to User)

Downtown Bellevue is somewhat unique when contrasted to peer cities in the area of employee parking subsidies. According to an informal 2008 City of Bellevue Downtown Parking Survey, 20 surveyed employers reported parking costs paid by the employer and by their employees. A calculation of these figures indicated that the employers subsidized approximately 75% of employee parking costs. Smaller employers (firms with fewer than 50 employees) subsidized at a higher rate (approximately 83%). In contrast, conversations with representatives in Portland and Seattle indicated that the overall level of parking subsidization by businesses was marginal to negligible.[14] Other peer cities reviewed had little information related to the level of employee parking subsidization, but none indicated that such a practice was anywhere near levels indicated in the Bellevue survey.

From initial research it appears that employers in Downtown Bellevue subsidize the cost of employee parking at a higher level than comparable peer cities. In part, this may be due to benefit norms in the tech industry that establish a high level of subsidy for parking as part of a package of employment "perks." However, there are some indications that this may be slowly changing. For example, Drugstore.com did not initially charge for parking but has since begun incrementally passing these costs on to employees (along with alternative mode incentives, such as a free transit pass). Symetra reportedly charges their employees more than the actual cost of parking and uses the additional revenue to subsidize their transit pass program. Since implementing paid parking in 2007, Drugstore.com has seen a decrease in their rate of employee drive-alone commuting from 60.7% to 47.5% in 2011.[15]

For analytical purposes, Table 3 was developed to illustrate the impact of the presumed 75% level of parking subsidization on tenant businesses that subsidize. In Downtown Bellevue, transportation management programs (TMPs) are required at most office buildings (BCC 14.60.070, 14.60.080). TMPs generally include a requirement that the cost of parking be a separate line item in tenant leases (i.e., not "bundled" with the cost of the floor space). Parking must be "sold" at a per-stall rate that is no less than the cost of a two-zone monthly transit pass, currently $108. Feedback from building managers indicates that this requirement is essentially consistent with actual market practice and is in the range of the typical parking rate that is negotiated between property managers and tenants. In other words, though the *posted rate* for parking is $193, lease agreements provide parking at *actual rate* of approximately $108 per month.

The Downtown Bellevue average monthly parking rate ($108) was separated out to reflect (a) the amount businesses pay to cover employee parking expenses; (b) the estimated average out-of-pocket expense to the user/employee; and (c) the annual cumulative cost to

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[14] See for instance *USDOT – Value Pricing Pilot Program* which found that "parking subsidies already eliminated for most employees" in downtown Seattle: http://ops.fhwa.dot.gov/publications/fhwahop08023/appendixB/06otherpricing.htm.

[15] Phone interview with Debbie Jaksich (King County Metro – CTR). December 17, 2012.

business per employee subsidized. Additionally, the parking cost to business is contrasted to the actual cost of an annual employee transit pass in the relevant jurisdictions.

The table also shows the same breakout for peer cities and ABLs, with an assumption that less than 10% of the cost of employee parking is covered by tenant employers. [NOTE: This assumption was substantiated for Lloyd District (Portland) and Downtown Seattle, but is applied to other peer cities and ABLs for illustrative purposes. Again, research in other cities did not indicate high levels of tenant business subsidies for employee parking in commercial downtown office markets.]

Table 3: Employee Parking Subsidy – Estimated Cost to Business/Cost to User

City	Average Monthly Posted Parking Rate (Actual Negotiated Lease Rate)	Monthly Cost to Business for Parking Subsidy (% subsidy / cost)	Out-of-Pocket Parking Cost to User (month/year)	Parking Subsidy as Annual Business Cost per Employee Stall	Transit Pass as Annual Business Cost per Employee, if Purchased in Bulk	Annual Transit Pass, Retail Individual Pass Price
Peer Cities:						
Bellevue, WA	($193) $108[16]	75% / $81	$27 / $324	$972	$467[17]	$1296[18]
Lloyd District, OR	$98	<10% / $10	$88 / $1,056	$120	$344	
Rosslyn, VA	$270	<10% / $27	$243 / $2,916	$270	$3,240[19]	
San Diego, CA	$175	<10% / $18	$157 / $1,884	$280	$864	
San Jose, CA	$115	<10% / $12	$103 / $1,236	$120	$770	
South Lake Union	$238	<10% / $24	$214 / $2568	$240	$464	$1296

[16] Even though the posted rate is $193, the $108 "rate" reflects the minimum amount required to be charged to the tenant for parking at buildings affected by the current Transportation Management Program (TMP) code (BCC 14.60.080). Feedback received by the City indicates that this is similar to the price being charged to tenants in lease agreements.

[17] In King County and Lloyd District (Portland), the transit agency provides for a discounted transit pass option to employers who purchase the option for each full full-time employee at a work site. The "rate" is generally determined through a survey of employees that factors transit ridership. Many businesses quantify the actual expense they incur for employee parking and compare that to what it could cost to provide an annual transit pass to every employee. In numerous many cases, the current cost of subsidizing a portion of employee parking is greater than the cost of implementing an annual employee transit pass program. For other peer cities (with the exception of Rosslyn, VA) the out out-of of-pocket cost of parking to the employee is still much higher than what would be the annual cost of an individual transit pass., making transit a more attractive commute option (at least in terms of cost).

[18] Cost is for twelve monthly two-zone passes. Annual transit passes are no longer available for retail purchase in King County.

[19] Washington DC Metro does not offer an annual pass option. The longest period of time that can be purchased is a 28-day pass for $270.

Table 3: Employee Parking Subsidy – Estimated Cost to Business/Cost to User (cont.)

City	Average Monthly Posted Parking Rate (Actual Negotiated Lease Rate)	Monthly Cost to Business for Parking Subsidy (% subsidy / cost)	Out-of-Pocket Parking Cost to User (month/year)	Parking Subsidy as Annual Business Cost per Employee Stall	Transit Pass as Annual Business Cost per Employee, if Purchased in Bulk	Annual Transit Pass, Retail Individual Pass Price
			ABLs:			
DT Seattle	$285	<10% / $29	$256 /$3,072	$290	$613	$1296
King County ABLs	$0	$0	$0	$0	$360	$1296

As Table 3 indicates, parking costs absorbed by businesses in Downtown Bellevue can be as high as $972 per employee per year. In contrast, annual parking costs absorbed by businesses in peer cities ranges from $120 to $290 per employee per year. Viewed differently, the out-of-pocket cost to the parking user (employee) is, on average, very low in Downtown Bellevue ($27 per month/$324 per year) when contrasted to other cities. This outcome understates the actual "market" cost of parking in Downtown Bellevue and almost certainly promotes higher auto commute trips, thus influencing real and perceived parking demand over time. In other words, from a basic "out-of-pocket" economic perspective, it is often more attractive to park in Downtown Bellevue than it is to use transit. This is not the case in peer cities.

It is also important to view the parking cost to business in Downtown Bellevue ($972 per stall) versus the potential expenditure businesses could make in bulk annual employee transit passes ($467 per employee). The *potential savings* to Bellevue's downtown businesses by transitioning from a high parking subsidy to providing free transit passes to all employees could be approximately $500 per employee per year. [NOTE: To secure the $467 rate, a business must purchase a transit pass for all employees, including those who do not intend to use one. Parking may be purchased only for those who actually need it.]

> *[Subsidized employee parking] understates the actual "market" cost of parking in Downtown Bellevue and almost certainly promotes higher auto commute trips, thus influencing real and perceived parking demand over time.*

Table 4 draws upon Table 3 to illustrate the carrying cost of parking for businesses in Downtown Bellevue versus

Downtown Bellevue's most proximate competitive markets—Downtown Seattle and other King County peer cities/ABLs. As Table 4 demonstrates, employee parking subsidies in Downtown Bellevue can average up to $3.88 per net square foot (nsf) of leasable space versus estimated costs ranging from $0.00 to $1.16 per nsf in Seattle and regional ABLs. This cost is not reflected in Bellevue lease rates, but if such costs were "bundled" as they are in most ABL locations, the "competitive" result would be evident.

Table 4 quantifies these bundled costs by combining average lease rates with tenant parking subsidies (on a per-square-foot basis), which results in substantially higher bottom-line costs to lease space in Downtown Bellevue than in other local competitive markets. When parking subsidy costs are combined with lease rates, the per-square-foot cost of office space in Downtown Bellevue ($30.62) can exceed that of both Downtown Seattle ($28.50) and South Lake Union ($24.66) (2012 figures).[20] This additional cost has likely grown as parking rates have increased. At some point, the cost of parking to tenants may be untenable if the current percentage share of cost between employer/employee continues.

If the perceived need for the high rate of parking subsidy is competition for employees, the data from peer cities show higher end-user costs. In peer cities, employee out-of-pocket parking costs range from 326% (Lloyd District in Portland) to 793% higher (Downtown Seattle) than in Bellevue. However, in terms of Alternative Business Locations in the region (perhaps the more relevant comparison for the local employee pool), all the King County areas outside of Downtown Seattle and SLU are characterized by generally free parking for employees.)

[20] The posted market rate for monthly office parking in downtown Bellevue significantly overstates the actual market cost for parking on two levels. First, the posted "market rate" ($193) does not reflect what may be the de facto rate at which parking is provided to tenants (~$108). Second, the actual out-of-pocket cost to the user ($27) is marginal, particularly when contrasted to what the same user would have to pay individually for a transit pass. As such, the demand for parking is being driven by a "market rate" that is the low out-of-pocket cost to the user. This relationship is not as evident in other peer markets, particularly Downtown Seattle and South Lake Union, where building less parking per 1,000 nsf of new development has been facilitated over time by a high parking-cost-to-transit-cost ratio for employees.

Table 4: Comparative Parking Subsidy as a Factor of Net Square Footage (for hypothetical 25-employee business)

City	Subsidy as Annual Business Cost per Employee	Annual Subsidy @ 25 Employees	Tenant Parking Cost per nsf[21]	Cost of Annual Transit for all Employees	Potential Tenant Transit Cost per nsf	Current Lease Rate per SF[22]	Lease Rate + Tenant Parking Cost	Lease Rate + Tenant Transit Cost
Bellevue, WA	$972	$24,300	$3.88	$11,675	$1.86	$26.74	$30.62	$28.60
Proximate Peer Cities:								
South Lake Union	$240	$6,000	$0.96	$11,600	$1.85	$23.70	$24.66	$25.55
Proximate ABLs:								
DT Seattle	$290	$7,250	$1.16	$15,325	$2.45	$27.34	$28.50	$29.79
King County suburban ABLs	$0	$0	$0	$0	$1.44	$19.18	$19.18	$20.62

Table 4 also demonstrates that the per-net-square-foot cost of a potential annual employee transit program in Downtown Bellevue is (1) much lower than parking ($1.86 vs. $3.88) and (2) very "competitive" versus Downtown Seattle and the King County ABLs ($1.86 vs. $2.45 and $1.86 vs. $1.44. respectively). Future programs that transition existing parking subsidies to transit subsidies are likely to save tenant businesses money, and establish a parking demand dynamic that facilitates transit use and puts Downtown Bellevue into a more competitive "cost of doing business" relationship with peer and adjacent markets.

This apparently unique Downtown Bellevue culture in which parking subsidies for employees are seen as a "cost of doing business" may be related to an oversupply of parking as compared to peers. When parking is built, a property manager is incented to fill the built stalls in order to meet financing and operating cost obligations. The higher the number of total stalls built, the more auto trips are necessary to fill the stalls. It follows that pricing for

[21] For purposes of this discussion it was assumed that there are, on average, four employees per 1,000 net square feet (nsf). Therefore, a business with 25 employees would pay rent for approximately 6,250 square feet. The figure of four employees per 1,000 nsf is often used as a rule of thumb for density in office buildings. However, actual density varies according to various factors, including industry and individual employer and may change over time. Available data indicate that current employment density at office buildings in Downtown Bellevue averages approximately 3.3 employees/1,000 nsf (not including vacant space) of net building area. (Generally, net building area assumes all building area minus spaces used for heating/ventilation/ air conditioning, chillers, elevator shafts, stairs, lobbies and structured parking.) However, some buildings have higher density and some have lower density. The four employees per 1,000 nsf is thus a conservative overall figure for use in this analysis of parking supply. (That is, because current density of employees is lower, actual supply of parking available per employee may be somewhat higher than indicated in this analysis.)

[22] Source: Costar; CB Richard Ellis; Gardner Economics, LLC; Strategic Economics 2012.

tenants and employees is set at rates appropriate to encourage the additional needed amount of auto trips to fill the stalls.

To the extent that employers see a need for such subsidization as the cultural norm for Downtown Bellevue, employer-to-employee parking subsidies make Downtown Bellevue more costly than peer cities as the cost to do business becomes higher (with regard to parking) than in other venues. When contrasted to regional suburban ABLs, such costs are even higher. As a continuing trend, employer parking subsidies could influence parking demand in an area over time, driving the need for a higher supply of commuter parking where end-user costs are moderated through subsidies.

In the end, employers do have a choice as to whether to subsidize employee parking. ***Thus the consultant recommends that the city conduct or sponsor education efforts with employers to discourage the practice of subsidizing employee commute parking.***

3. Right-Sizing Commuter Parking

Examining the economic and other benefits of a "right-sized" approach to parking is a challenging task, because right-sizing involves two levels of planning and management. The first level would ensure that parking not be undersupplied or oversupplied; in other words, structuring codes and development standards in a manner that results in projects whose parking (once built) operates at a high level of occupancy and efficiency.

The second level of right-sizing would be coupled with the above, but also consider a strategic and deliberate approach to planning and investing (publicly and privately) in the transition of current levels of parking demand into other modes. The desired outcome here is to achieve an urban form vision that is efficient from a parking perspective and also maximizes the potential of alternative mode infrastructure investments to absorb new trip growth. Bellevue's Downtown Subarea plan provides guidance for such an approach, targeting a drive-alone commute mode share rate of 51%, a reduction from the current downtown commute drive-alone rate of 65%.[23] Code requirements should "calibrate" to development that supports effective and reasonable achievement of these goals both in the near term and over time.

To this end, the approach taken here will be to evaluate the economic and land use benefits of right-sizing for Bellevue using the following sources:

- Macro-level evaluation of proposed/actual and future office parking development costs using several parking supply code scenarios drawn from the above plan documents.
- Evaluation of Puget Sound Regional Council (PSRC) data on actual parking utilization within existing supply, for all uses (not just office uses).

PARKING SUPPLY COST COMPARISON

Existing Development Environment

The City of Bellevue provided a list of office development projects built or proposed in the downtown during the period 2001 – 2011. A summary of those projects appears in Table 5. The table provides information on location (Column B), types of uses within the project (Column C), total net square footage (nsf) of office use built plus other uses if minor (Column D), code requirements for parking (Column E), and total amount of parking proposed and/or actually built by quantity and as a ratio of parking to 1,000 nsf (Column F). Also shown are calculations of what "right-sized" parking allowances would be if the code

[23] The traffic analysis for the current Downtown Subarea Plan presumes 51% commute trips by drive-alone mode by 2020; and the update currently under way has a forecast of 51% commute trips by drive-alone mode for 2030.

were calibrated in a manner to support policy goals for drive-alone commute trips in current city plans (Columns G & H).

NOTE: Projects were selected that had very high concentrations of office use, as office parking is the focus of this review.

Table 5: Parking Supply at Downtown Office Projects (Built and Proposed)

A	B	C	D	E	F	G	H
Project Name	**Location**	**Types of Uses**	**Total nsf - combined uses**	**Code Required Parking - combined uses**	**Final Parking Approved/ Built (stalls per 1,000 nsf)**	**IF @ Comp. Plan Goal of 60% Drive-Alone (2.4/1,000 nsf)**	**IF @ Downtown Subarea Plan Goal/2030 Forecast Goal of 51% Drive-Alone (2.04/1,000 nsf)**
Built:							
Civica Office Commons	205 and 225 108th Ave NE	Office	236,000 nsf	Min: 590 Max: 708	708 (3.0)	566	481
Lincoln Square - Office Portion Only	604 Bellevue Way NE	Office	458,287 nsf	Min: 917 Max: 1,237	1,237 (2.70)	1,100	935
Hines Office Tower	333 108th NE	Office	309,627 nsf	Min: 619 Max: 835	819 (2.65)	743	632
City Center II	10903 NE 6th Street	Office; also retail/res-taurant at 5,700 nsf of total	680,510 nsf	Min: 1,369 Max: 1,851	1,409 (2.07)	1,633	1,388
The Bravern – Office Portion Only	1115 NE 8th Street	Office	608,277	Min: 1,320 Max: 1,825	1,218 (2.00)	1,460	1,241
The Summit Phase II – Total building nsf approved*	320 108th Ave NE	Office	765,400 (454,300 built; 311,100 deferred)*	Min: 1,530 Max: 2,066	2,067 (2.70)	1,837	1,561
Subtotal – Built Projects as Initially Approved (all approved nsf in calculation)			***3,058,101 nsf***		**7,458 (2.44)**	**7,339**	**6,239**

Table 5: Parking Supply at Downtown Office Projects (Built or Proposed) (cont.)

A	B	C	D	E	F	G	H
Project Name	**Location**	**Types of Uses**	**Total nsf - combined uses**	**Code Required Parking - combined uses**	**Final Parking Approved/ Built (stalls per 1,000 nsf)**	**IF @ Comp. Plan Goal of 60% Drive-Alone (2.4/1,000 nsf)**	**IF @ Downtown Subarea Plan Goal/2030 Forecast Goal of 51% Drive-Alone (2.04/1,000 nsf)**
Proposed (Not Yet Built):							
Lincoln Square Expansion – Office Portion Only	410 Bellevue Way NE	Office	652,000 nsf	Min: 1,301 Max: 1,760	1,436 (2.20)	1,565	1,330
NE 8th Street Office Tower**	10833 NE 8th Street	Office	516,886 nsf	Min: 1,034 Max: 1,396	1,396 (2.70)	1,241	1,054
8th Street Properties Office Building**	10833 NE 8th Street	Office; also retail/ restaurant at 10,826 nsf of total	690,613 nsf	Min: 1,368 Max: 1,974	1,913 (2.77)	1,657	1,409
Subtotal – Proposed Projects (Not Built)			***1,859,499 nsf***		***4,745 (2.55)***	***4,463***	***3,793***
TOTAL – COMBINED BUILT+PROPOSED (with Summit II As Initially Approved)			***4,917,600 nsf***		***12,203 (2.48)***	***11,802***	***10,032***

*For Summit II, parking was built to the maximum ratio assuming construction a third building that was planned; however, the third building was deferred due to a market downturn (not built), and use of the full parking allotment is still allowed. Based on what is on the ground, the building nsf is 454,300 and number of parking stalls is 2,067, for a ratio of 4.55 stalls/nsf for this project. Thus the ratio for parking actually on the ground for built projects in the table is 2.71.
**Same project, different applications.

As Table 5 indicates, these projects represent over 2.7 million nsf built (311,100 nsf of The Summit was deferred), providing 7,458 stalls of parking, or about 2.71 stalls per 1,000 nsf (including parking built to support the phase of The Summit that was deferred) for the land uses indicated, primarily office. Individually, only one of the projects built parking at the code minimum, and four of the six projects built parking near or above the code maximum. For the two projects not building to the code maximum (The Bravern and City Center II), actual built supply was closer to the minimum requirement than the maximum. Of the three projects "*proposed but not built,*" proposed parking was at the code maximum for two (NE 8th Street Office Tower and Beacon Capital) and closer to the minimum for one (Lincoln Square Expansion).

From the sample projects provided here, one could assume that the current minimum parking requirements in place where these projects were built is generally not a barrier or impediment to development—most projects were built above the minimum. Indeed, the code maximum (built and proposed) is what projects were more commonly developing toward. Based on a straight-up parking-code-to-parking-built standard, the system seems to work.

Numerically, the ratio of parking targeted within the built projects (as actually built, without Summit II's third building; see table footnote)—2.71/1,000 nsf—would promote a drive-alone commute mode share of 67.8%, which is generally consistent with current city survey information on downtown drive-alone mode share activity of 65%.[24][25] In other words, ***the maximum ratio of office parking in the code appears to be the standard to which developers build in most cases, providing a level of parking access consistent with the resulting rate of drive-alone commuting***.

> *The maximum ratio of office parking in the code appears to be the standard to which developers build, providing a level of parking access consistent with the resulting rate of drive-alone commuting.*

Table 5 also indicates that the six projects actually built, approved at 2.44 stalls per 1,000 nsf, come relatively close to meeting the 60% target in the city's Comprehensive Plan (which is the equivalent of 2.4 stalls per 1,000 nsf) but not the more aggressive goals outlined in the Downtown Subarea Plan (2.04 stalls per 1,000 nsf). Constraining parking supply to the mode share goal in the Downtown Subarea Plan would have provided for parking totaling approximately 6,239 stalls versus the 7,458 actually approved, a reduction of parking built by 1,219 stalls. The economic "savings" of parking not built under these scenarios would have been approximately $45.1 million, assuming a cost of $37,000 per stall not built.[26] If the three

[24] Four employees per nsf is the employee density assumed for purposes of this analysis. See footnote on page 18 for more detail. The current downtown drive-alone commute mode share was derived from the city's 2011 Mode Share Survey data for both large and small employers in the downtown provided to the consultant by the City of Bellevue.

[25] The difference between the actual built supply ratio and non-drive-alone mode share may be attributable to factors such as the demand for carpool/vanpool parking (since 9% of commute trips are by carpool and 2% by vanpool according to the city's 2011 Mode Share Survey) and by use of spaces by visitors to office buildings.

[26] $37,000 is a Pacific Northwest average for a parking garage serving mixed-use development. This number can vary to as high as $50K per stall depending on land costs in the area in which the garage is built and the density of land uses across which the cost of land can be spread. Thus, $37,000 may actually understate the potential cost of parking development in Bellevue, given high cost of land (which ranges from $250 - $360 per square foot in Downtown Bellevue, according to a 2012 appraisal of six downtown sites conducted by Murray & Associates in support of this Assessment) and other factors in place in the Puget Sound development market. For instance, recent parking studies in Downtown Seattle have estimated higher per-stall development costs for the parking component of office projects. However, the development mix, cost of land, allocation of land costs over the entirety of the project, design, on-site mitigations and other factors all impact the final cost. As

approved projects had also actually moved to development, the savings related to parking not built would have risen to approximately $80.3 million (the difference between 12,203 and 10,032 stalls). Within this context, right-sizing would have resulted in meaningful efficiencies (development cost savings) in parking *not* built.

It is important to note that, based on the consultant's cost analysis, the cost to build each parking stall is great enough that the monthly per-stall revenue needed by property owners to recoup that cost would be in excess of $300 per stall per month. Even the posted monthly rate of $193 per month is low enough that fully recouping the cost to build parking is unlikely at any time in the future (and, as discussed in Chapter 2, additional information suggests that the posted rate is higher than actual costs recouped by property owners). Thus it would *not* be a credible argument to state that the return on investment for building parking stalls is favorable per se. (Rather, parking is supplied to support the viability of the building.)

In summary, the current code appears to influence not only parking development decisions (amount built) but also commute mode choice (drive-alone rate). Efforts to move the drive-alone rate closer to the city's Downtown Subarea Plan goal will likely require lowering the current maximum standard. The observed alignment of parking built and current drive-alone mode share underscores this. This is not to guarantee that a simple downward adjustment of the maximum (from 2.70 to 2.04) would be an easy change to make. Such a decision would need to be strategically coupled with continued support for and efforts to grow alternative mode infrastructure and programs to ensure that overall "capacity" within the downtown access system is measurably increased, as well as a strategic plan to ensure sufficient parking capacity during the transition to a reduced supply, such as more effectively utilizing the existing excess supply, as explained later in this chapter; and/or code provisions to address parking needs during an interim time period, as identified in Chapter 4.

Future Growth and Right-Sizing

The preceding section of this chapter has evaluated "what could have been." In other words, the data derived on parking need and costs were applied to existing office developments. Findings were within the context of 20/20 hindsight, evaluating the potential cost benefit that could have resulted if office parking had been built at Comprehensive Plan and Downtown Subarea Plan goal levels. This section takes a somewhat different approach and looks at the city's forecast for new employment in 2030.

The current level of employment in the downtown is estimated at 42,500 (2012). The 2030 forecast for employment would see that number increase to 70,300, a net addition of 27,800 jobs to the downtown. This represents an increase of 65% over eighteen years. If we can assume that there will be at least four employees per 1,000 nsf[27] of new building area

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such, the $37,000 per-stall number used here is solely for purposes of establishing a reasonable standard for discussion and evaluation. The consultant does not believe that parking costs would be less.

[27] Four employees per nsf is the employee density assumed for purposes of this analysis. See footnote on page 18 for more detail.

necessary to accommodate this jobs goal, then approximately 6.95 million nsf of new building area would be constructed.

If the status-quo supply level of built parking (office parking approved for major office construction projects built since 2001) were to carry forward into the future (at 2.44 stalls/1,000 nsf, which would accommodate 61% of employees driving alone to work), new office development would need to construct 16,958 parking stalls in addition to the 6.95 million nsf of building area. The cost of providing the new parking would be approximately $627 million, assuming a fully loaded construction cost of $37,000 per stall.[28] Using this logic, comparative costs can also be calculated for different parking demand scenarios for both the Comprehensive Plan and Downtown Subarea Plan goals. Table 6 provides a summary of the three different scenarios.

As Table 6 indicates, the impact of calibrating parking built to mode targets can lead to significant savings in cost to future office development. These savings range from $10 - $102 million in avoided construction costs and 278 – 2,780 fewer stalls constructed. At the Downtown Subarea mode share goal/forecast (51%), there would be a 16% reduction in the amount of parking built as compared to current trends and allowances.

Table 6: Parking Stalls Calibrated to Current Office Parking Construction Rate

Forecast new downtown employment = 27,800	Built Office Parking as Approved Since 2001 61%	Comp. Plan Target for Commute Mode Share 60% (2012)	Downtown Bellevue Subarea Commute Mode Share Goal/ Forecast 51% (2030)
New Building Area	6,950,000 nsf	6,950,000 nsf	6,950,000 nsf
Net new parking at assumed drive-alone rate "demand"/parking ratio	16,958 (2.44/1,000 nsf)	16,680 (2.40/1,000 nsf)	14,178 (2.04/1,000 nsf)
Net Difference stalls from Current	-	*278 (2%)*	*2,780 (16%)*
Cost of net new parking @$37K per stall	$627 million	$617 million	$525 million
Net Difference from Current	-	*$10 million*	*$103 million*

Again, as noted earlier in this chapter, investment in parking stalls does not provide favorable economic return in Downtown Bellevue when the construction cost is compared to future revenue potential. This is because the cost to build each parking stall is great enough that the monthly per-stall revenue needed by property owners to recoup that cost would be in excess of $300 per stall per month, a cost not fully recouped by Downtown Bellevue parking rates (as discussed in further detail in Chapter 2, page 24).

[28] $37,000 is a Pacific Northwest average for a parking garage serving mixed-use development. See preceding footnote for additional detail.

As stated elsewhere in this report, calibrating parking maximums to plan goals is the most effective measure available to the city to influence mode choice, as well as a tool that can lead to significant economic benefits for development. This desired outcome needs to be strategically integrated with continued alternative mode options and investment, and access to existing underutilized overall parking supply in downtown (as described in next section). The goal of a right-sized parking system is to create a complementary and integrated *access system* that is capable of efficient absorption of growing trip demand over time.

BUILT SUPPLY vs. ACTUAL UTILZATION (ALL PARKING USES)

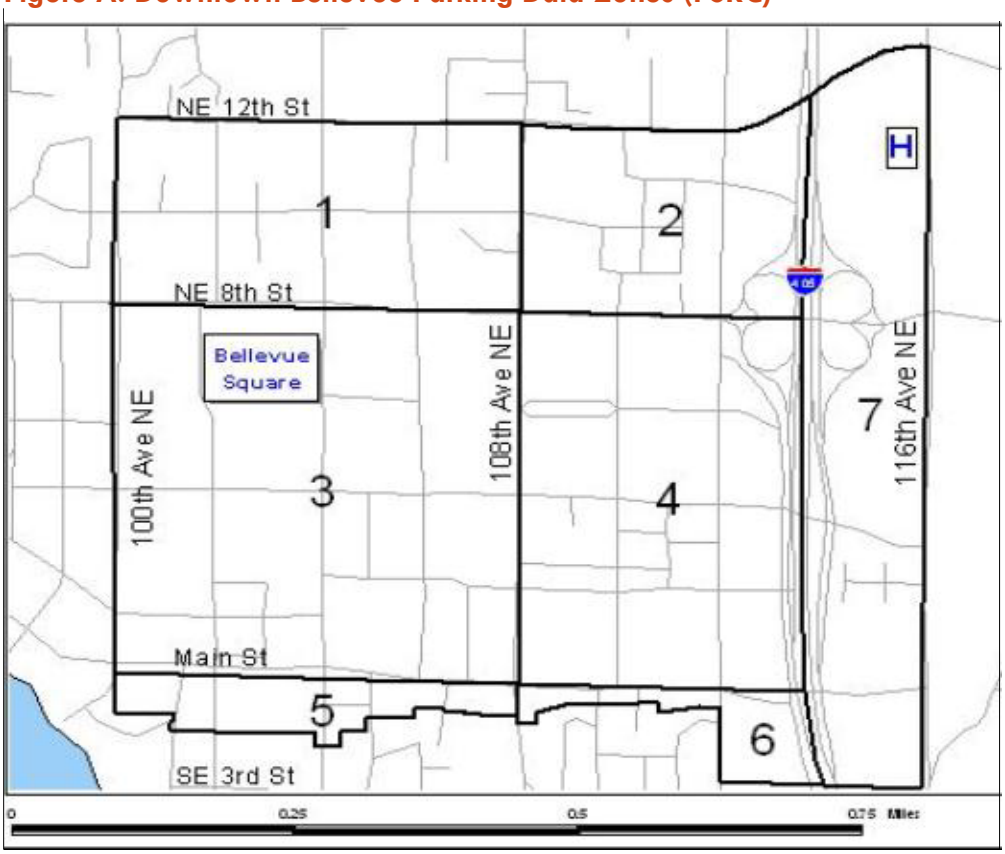
Anecdotal information from building managers indicates that garages are indeed full, whenever building occupancy is high. Additionally, there is a similarity between the rate at which office parking is actually being built for current construction projects (2.71 stalls per 1,000 net square feet (nsf), which translates to a drive-alone mode share of 67.8%) and the current drive-alone commute mode share of 65%. However, information available from the Puget Sound Regional Council (PSRC) indicates that, in the broad picture, aggregated parking supply for all uses in Downtown Bellevue is fairly abundant.

Data from the *2010 Parking Inventory for the Central Puget Sound Region* documents actual typical-day AM and PM utilization for off-street parking facilities in Downtown Bellevue. [29] This data is quantified and summarized by zone, which for Downtown Bellevue generally includes Zones 1 – 5, illustrated in Figure A.

For purposes of this analysis, Zones 1- 5 are assumed to represent the O1/O2 and R/MU/OB/ OLB districts of the code.

[29] 2010 Puget Sound Regional Council (PSRC) Parking Summaries: http://www.psrc.org/data/transportation/parking-inventory/

Figure A: Downtown Bellevue Parking Data Zones (PSRC)



The PSRC data tracked utilization in 38,092 stalls in 250 lots located within the five data zones for the downtown (zones indicated by numbers 1-5 in Figure A). At the combined level (all stalls/all lots), the AM and PM parking utilization ranged from 31.7% - 66.2% for an average daily occupancy rate of 54.8%. Detailed utilization data from the PSRC inventory for each of the unique parking zones is provided in Appendix C.

Within these data zones, the parking is not solely commercial office but includes proprietary retail parking. In other words, PSRC does not distinguish a supply of parking relative to its primary use (e.g., office or retail), and thus it would not be accurate to then assume that the PSRC utilization/occupancy numbers translate to the office parking supply.

The findings in the PSRC inventory are not to be construed as a recommendation for a specific parking ratio or maximum parking standard. This is because the PSRC average daily occupancy rate for the downtown (54.8%) is a combined average and doesn't necessarily reflect the variation of parking demand that might occur zone by zone or, more importantly, site by site. Nonetheless, the PSRC data do underscore that there is likely a general overbuild of parking within the downtown among all uses, and that this overbuild, if continued into the future, could result in economic inefficiencies to project development costs that are

significant. The data also point to opportunities for shared parking agreements for more efficient use of existing parking resources.

> *PSRC data do underscore that there is likely a general overbuild of parking in existing projects within the downtown among all uses, and that this overbuild, if continued into the future, could result in economic inefficiencies to project development costs that are significant.*

Notwithstanding the overall supply/demand picture presented in the PSRC data reports, city staff receives anecdotal but credible reports of parking garages at some office buildings reaching full capacity, typically when the building is fully leased. In addition, qualitative focus group research of parking operators resulted in information about commuter parking supply becoming constrained in Downtown Bellevue.[30] The consultant does not dispute these assertions but recommends further evaluation of facility management/ operations practices particularly with regard to the use and literal interpretation of the term "parking availability." This is particularly important given the consistent PSRC findings of low utilization over multiple years in Downtown Bellevue.

A factor that could be in play requiring further examination is *accessory parking*. This is a practice that limits parking access to specific users, such as those visiting or residing at the site. Accordingly, parking that is accessory cannot be sold or shared with users visiting other properties. As a result, managing parking as accessory parking tends to artificially constrain the supply, since parking may actually be available but simply "off limits" to general public use. This is an inefficient use of excess parking supply and limits opportunities for shared parking agreements. Although the development code may allow for shared parking and for parking to be used by non-tenants (as Bellevue's does), it is not uncommon in Downtown Bellevue for parking to be implemented largely as accessory to a particular site and/or land use.

Further efficiencies could be realized by making office building parking available as "non-accessory" for after-hours and weekend needs, including meeting demand generated by activities off-site; and by encouraging parking garage design that provides exterior access for pedestrians. The consultant recommends that the city ***examine code provisions and approval processes for new and existing development in order to encourage parking practices that better serve both the building and general public uses downtown. In addition, the city should look at whether there are feasible measures to streamline and simplify shared parking plan requirements for property developments.*** These steps will maximize the capacity potential of all parking built.

Reserved parking can sometimes be a factor in parking utilization. This term refers to setting a stall aside for exclusive use by a specific customer, a practice that renders a stall "full"

[30] Downtown Bellevue Transportation Demand Management Focus Groups, Gilmore Research, December 2012

even if the car for which the stall is reserved is not using it. City staff is not aware of significant numbers of parking stalls at any office buildings being "reserved." Parking practices and products offered at downtown office buildings were explored in the 2012 Downtown Bellevue Transportation Demand Management (TDM) Focus Group project. In the Parking Operator focus group conducted on November 27, 2012 (in which representatives of most downtown parking operators participated), participants were questioned as to the composition of parking products offered. They indicated that they maximize and "oversell" monthly parking access passes to the greatest extent possible, with a secondary focus on short-term "transient" parking where excess supply exists and where supported by the tenant mix. Reserved parking was not mentioned as a use.[31] The information provided supports the staff impression that reserved parking does not appear to be a significant factor in Downtown Bellevue parking utilization.

As much as analysis and discussion of the numerical side of parking demand and ratios are useful, concerns related to competitiveness will need to be supplemented with more information on how the overall parking supply in Bellevue is managed. Practices that manage parking as "non-accessory" facilitate the most efficient use of parking supplies. This allows the owner of the parking to determine highest and best use of the supply and to augment income/revenue if site generated demand is less than total supply. For instance, in Portland, Oregon's central city all parking built in new development is considered "growth parking", which is conditioned with no operating restrictions and allows the parking to be sold to any use at any time of day.

Private sector entities in peer cities have "changed the culture of parking" in their cities and at their sites through reductions and/or elimination of accessory parking. This expands their opportunity to share surplus parking by managing to demand that includes site- based and general area need. A good example of this is downtown Seattle's e-Park program that links underutilized parking supply in private garages through a common brand linked to on-site signage, dynamic occupancy signage in public rights-of way and web and phone app options. These types of changes have certainly evolved over time, but are driven by efficiency and economic benefit.

In summary, analysis of the built supply and the actual utilization of the built supply need to be better understood. Although PSRC data represent all parking in the downtown (not just office building parking), these data do suggest inefficiencies in the system both in underutilization and cost to develop. This presents an untapped potential to influence reductions in the amount of parking built by new developments in the future. This will be extremely important if the city hopes to attain its goals for drive-alone commute mode share and growth in alternative modes.

[31] This report can be found at www.ChooseYourWayBellevue.org/about/plans-activities.php.

The consultant strongly advises that the City of Bellevue, other King County cities and King County work with the Puget Sound Regional Council (PSRC) to refine the methodology for collecting parking occupancy data in its periodic inventory of off-street parking facilities in the central Puget Sound region. Current inventories blend facility occupancy data of commercial office and retail sites, a practice that (1) does not allow distinguishing occupancy by general land use type; and (2) may understate actual peak-hour occupancy data for commercial office sites. Separating the parking supply by primary category of user (office versus retail) may be a minor refinement during the data collection process but a significant factor in clarifying actual peak-hour parking utilization in both office and retail properties.

4. Calibrating Code: Recommended Commuter Parking Code Requirements

Historically, parking policy and code development in most cities has focused extensively on the provision of parking in a uniform manner to avoid conflicts between land owners or to remain consistent with general national parking demand generation reports produced by the Institute of Transportation Engineers (ITE).[32] For the most part, parking policy has not been strategically tied to code standards in a manner that directly reflects a specific development vision or outcome – such as more compact urban development and/or increasing use of alternative modes. To a degree, this appears to be the case in Bellevue.

> *The concept of right-sizing parking is not to force a standard that would undersupply parking or unduly limit local market-based factors that influence "need." Rather, right sizing is a practice that accounts for market-based factors and matches land use development with existing and planned transportation services, transportation facility plans and targeted travel patterns.*

Bellevue has adopted downtown growth goals targeting significant reductions in drive-alone commute trips that support the land use vision as well as the transportation facilities plans for retaining mobility. However, at the same time Bellevue maintains downtown minimum and maximum parking standards that will clearly hinder that outcome. It is likely that Bellevue and other cities' parking policies have been structured historically to avoid undersupplying parking at the front end of development and from a sense that matching parking standards with other adjacent or peer cities ensures a beneficial competitive relationship. This practice does not take into consideration other factors, which include cost to develop, market conditions, actual demand, scale of alternative mode infrastructure (e.g., transit, bike, walk), and capacity of the existing parking supply to absorb new demand and pricing. Also not considered with this approach is the effect of parking supply levels on parking prices, which are known to affect mode share, as described in the next section of this chapter.

The concept of right-sizing[33] parking is not to force a standard that would undersupply parking or unduly limit local market-based factors that influence "need." Rather, right-sizing is a practice that accounts for the aforementioned market-based factors and matches land

[32] Shoup, Donald C. 2005. The High Cost of Free Parking. Chicago: Planners Press, American Planning Association.

[33] A special thanks to Daniel Rowe (King County) for providing a broad range of information on right sized parking research that was beneficial in drafting this section. King County is currently leading a Right Sizing Parking Project to develop strategies that promote right sizing parking (RSP) in multifamily residential developments. For more background, see http://metro.kingcounty.gov/up/projects/right-size-parking/

use development with existing and planned transportation services, transportation facility plans and targeted travel patterns.

Other data that would support a right-sizing of Bellevue's parking standards include trends demonstrating declining auto ownership and decreases in the number licensed drivers and vehicle miles travelled, especially among young workers entering the workforce.[34] Similarly, the relationship between transit availability and parking supply, out-of-pocket parking costs to drivers and the impacts of travel time on commute mode choices all influence parking demand and vary by city, reinforcing the need to right size.[35,36,37]

Parking policies of one-size-fits-all variety are simple, and it is tempting to match standards in place to "competing markets." However, as cities become more complex, codes have failed to take into account context-sensitive local area characteristics and changing demographics. The key to future planning will be finding opportunities where parking standards can be matched to the local market for demand and a future vision, including high-quality alternative mode transportation services and strategic goals/targets for access by mode.

PUTTING BELLEVUE INTO CONTEXT (WITH PEER CITIES AND ALTERNATIVE BUSINESS LOCATIONS)

The City of Bellevue's interest in evaluating whether its current parking policies and code requirements are "right-sized" emanates from a desire to ensure that Downtown Bellevue is an attractive and competitive location for developers to build and tenants to locate. The city is also interested to understand how Bellevue "matches up" with alternative business locations and that existing parking requirements in the downtown are not unduly burdensome. This desire must be balanced with parking standards more directly synced to the community's desired goals for transit, biking, walking and rideshare while also ensuring parking supply is adequate and excess demand does not spill over to adjacent neighborhoods.

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[34] Davis, B., Dutzik, T., and Baxandall, P., 2012. Transportation and the New Generation: Why Young People are Driving Less and What It Means for Transportation Policy, Frontier Group and U.S. PIRG, http://www.frontiergroup.org/reports/fg/transportation-and-new-generation. The trends in urban car use are now demonstrating a new phenomenon where a peak has occurred and rapid declines are setting in. Some of the causes of peak car use presented in this document, but more importantly the need for urban design and planning to change current practices is suggested.

[35] Cervero, Robert, Arlie Adkins and Cathleen Sullivan. 2009. "Are TODs Over-Parked?" University of California Transportation Center, Research Paper No. 882.

[36] Vaca, Erin and J. Richard Kuzmyak. 2005. "Parking Pricing and Fees." Chapter 13, TCRP Report 95. Washington DC: Transportation Research Board. www.trb.org/publications/tcrp/tcrp_rpt_95c13.pdf.

[37] Salon, Deborah. 2008. "Neighborhoods, Cars and Commuting in New York City: A discrete choice model." Institute of Transportation Studies, UC Davis.

Putting Bellevue into Context: Minimum Parking Standard Considerations

As discussed in Chapter 2, Downtown Bellevue's minimum parking requirements are more demanding than parking requirements in most of the peer cities evaluated. , and also more suburban-based than its urban peer counterparts. Research from other cities indicates that where minimum parking requirements have been eliminated, developers provided adequate parking without the requirement to do so. Additionally, observed parking demand was much lower at these sites than at sites with established minimum parking requirements.[38] In this regard, the availability of non-auto access options is important, as high-quality alternative mode options help to minimize parking demand by providing an appealing and feasible alternative to driving.

Transit agencies have made significant investments in Downtown Bellevue in keeping with its significance as a major employment center. Bellevue has a higher level of transit service than other King County locations outside Seattle.[39] In a study of trip generation at mixed-use developments it was found that transit use is highly elastic with respect to parking availability. Accordingly, lower or no minimum parking requirements can help stimulate transit service by facilitating the higher density development that is needed to support frequent transit service.[40] This is particularly important in moving toward the 2030 Downtown Subarea Plan forecast of 51% drive-alone commute mode share, which is the drive-alone level identified in the traffic modeling and associated with the plan's identified facility improvements. This goal translates into a maximum ratio of parking (2.04) that is only slightly higher than the current minimum "floor" (2.0).

> *Downtown Bellevue's minimum parking requirements are more demanding than parking requirements in most of the peer cities evaluated, and also more suburban-based than its urban peer counterparts.*

Further, the existence of a minimum parking requirement establishes a floor that developers assume they must plan for rather than allowing the floor itself to be determined by the market. From an economic development standpoint, eliminating or significantly lowering minimums communicates a message that Bellevue is interested in allowing market conditions to set the minimum and would be comparable to other high-density areas. As noted previously, eliminating or lowering a minimum does not mean that parking will not be built, but rather that prospective developers are given leeway to adapt parking need to the downtown, the site and/or business mix. Also, eliminating or lowering minimums does not

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[38] Cervero, Robert, Arlie Adkins and Cathleen Sullivan. 2009.

[39] It is assumed this trend will continue both as a response to growth and in keeping with the land use visions established in adopted city plans.

[40] Ewing, Reid, Michael Greenwald, Ming Zhang, Jerry Walters, Mark Feldman, Robert Cervero, Lawrence Frank and John Thomas. 2011. "Traffic Generated by Mixed-Use Developments - A Six-Region Study Using Consistent Built Environmental Measures." Journal of Urban Planning and Development. 137 (3): 248-261.

result in negative impacts to adjacent neighborhoods if, as in other high-density peer cities, there is a commitment to enforcement, parking time limits and residential parking permit programs that could address parking spillover if it were to occur. Retaining existing minimums should not be used as a reason for not managing public parking systems both in and outside a developing downtown.

Downtown Bellevue differs from its peers in terms of a lack of standalone long-term commuter parking. Therefore, it may be appropriate in Downtown Bellevue to retain some level of effective minimum parking requirement in order to ensure that parking is adequately supplied, given downtown's lack of options for commuter parking. However, to provide additional flexibility in allowing the "floor" to be responsive to market demand, the city should also include provisions that allow less parking than the established minimum requirement if it is built in conjunction with additional robust trip reduction measures and supported by analysis as adequately serving the site.

Putting Bellevue into Context: Maximum Parking Standard Considerations

A more calibrated parking maximum standard would set hard caps on parking development tied to adopted drive-alone goals for commute trips. This would work in tandem with reduced minimums to ensure that on the front end of development planning developers would have the flexibility to provide less parking. The calibrated standard is based on a commitment to planned mode share goals and assumes continuation of long-term investment in alternative mode infrastructure and programs to facilitate overall trip capacity into the downtown.

Overall, Bellevue should revise both its minimum and maximum parking standards for the downtown. The current format sets a minimum floor that may limit opportunity for developers to explore innovative access concepts and/or test new relationships with alternative modes that would require less parking. Similarly, existing maximums are not calibrated to mode goals and transportation facility plans, and there is evidence in Chapter 3 of this report that there is a direct relationship between parking supplied and drive-alone mode share.

As indicated in Chapter 2, other urbanized or urbanizing city locations such as Downtown Seattle, Lloyd District (Portland), San Jose and Seattle's South Lake Union (SLU) are particularly sensitive to the relationship of their parking code to goals and objectives for alternative modes. For instance, Downtown Seattle and the Lloyd District have specific drive-alone targets established in their parking policies and attempt to "calibrate" their parking standards to those mode goals.[41] In the cases of the Lloyd District and San Jose, calibrated maximums are lower (at 2.0 and 2.5, respectively) than Bellevue's current maximums (which range from 2.7 to 3.0 spaces per 1,000 nsf). Bellevue would be in keeping

[41] See, for instance, *Central City Transportation Management Plan: Plan and Policy*, City of Portland Office of Transportation, Bureau of Planning, Policy 3: Mode Split, p. 37-39.

with its peers in setting maximums that link parking code provisions with mode share policies.

GAP BETWEEN CURRENT POLICY AND OUTCOMES

Current City of Bellevue policy and code standards were evaluated to determine whether "gaps" exist between policy documents where parking is considered, as well as gaps in how policy is translated into code.[42] Policy documents examined included the Downtown Subarea Plan (DSP), the Transportation Element of the Comprehensive Plan and the *Connect Downtown* Growth & Transportation Efficiency Center (GTEC) Plan. Code requirements were derived from the Bellevue Land Use Code (BCC 20.25A.050) and can be found in Appendix D of this report. Findings of this analysis are outlined below.

Policy

- Overall there were no significant "gaps" in the policy language across multiple planning documents. In particular, the GTEC "coordinating" document did a good job of summarizing language from both the DSP and the Comprehensive Plan and identifying jurisdictional responsibilities for accomplishing policy objectives.

- Policy language in the Comprehensive Plan does not reflect the Downtown Subarea and GTEC plans' more aggressive trip reduction goals. It speaks to requiring employers affected by the state Commute Trip Reduction law (100+ employees) to implement programs to reduce employee commute trips, but contains no mention of smaller employers. Updating these references across all plan documents would clarify the intent to impact commute trip mode choice across a much larger downtown employee population. This would likely be more effective in directing demand management efforts and programs over time and thereby improving mode share results.

- The Comprehensive Plan also fails to embrace the Downtown Subarea drive-alone commute mode share goal/forecast of 51% by 2030. Specifically, the Comprehensive Plan has a current (2012) drive-alone commute mode share target of 60%, while the analytical framework for the adopted Downtown Subarea Plan assumed a commute trip drive-alone rate of 51%, and the analysis associated with the Downtown Transportation Plan Update currently under way forecasts a commute trip drive-alone rate of 51% in 2030. Current data indicate that the 2011 drive-alone rate is 65% (i.e., not meeting the current Comprehensive Plan standard). Realigning all the plans to current and future goals is a logical next step.

[42] The complete analysis is attached herein as Appendix A.

Overall, Bellevue has a clear policy direction for downtown with regard to the desired level of drive-alone commuting. These documents intend and anticipate significant reductions in the proportion of commute trips to downtown by drive-alone mode over time. As with any city with multiple and complex plan documents, Bellevue needs to take the time to ***align all policy documents so that numerical goals, assumptions and targets for commute mode share are consistent across a given planning horizon***. Work now under way on the Downtown Transportation Plan update forecasts a 2030 commute trip mode share of 51% drive-alone. Going forward, this will provide a unifying standard framework for planning and can be used to inform consistent code standards.

> *As with any city with multiple and complex plan documents, Bellevue needs to take the time to align all policy documents so that numerical goals, assumptions and targets for mode share are consistent across a given planning horizon.*

Code

If Bellevue's intent is for adopted mode share policies (which are intertwined with land use and facility plans) to inform and drive the code, then the city should ***adjust current code provisions for office parking development to bring them into sync with desired policy outcomes***. Current parking minimums and maximums for commercial office uses *require* more parking (on the front end through minimums) and *allow* more parking at the top end (maximums) than the policy would suggest is necessary or optimal when balanced with mode goals for drive-alone access.

This is especially relevant given the Chapter 3 finding that the maximum ratio of office parking in the code appears to be the standard close to which developers generally plan and build. Furthermore, ***the level of office parking access appears to influence the proportion of commute trips that are taken by drive-alone mode.*** As described in Chapter 3, developers have built actual on-the-ground office parking to a ratio of 2.71 stalls per 1,000 net square feet (nsf), which translates to 0.678 stalls per worker; and the city's 2011 Mode Share Survey indicates that 65% of downtown commute trips are by drive-alone mode. The closeness of these two figures (0.678 and 65%) suggests that the actual drive-alone rate is significantly influenced by the level of parking supply available. That parking supply level induces drive-alone commuting is further indicated by: (1) the economic incentive for property owners/managers to fill up their parking in order to maximize revenue, especially given the sunk cost of constructing that parking supply (although future parking revenue is not sufficient to recoup that sunk cost, as described in Chapter 2, page 24, property owners still seek to maximize this revenue); (2) anecdotal but credible reports indicating that downtown office parking tends to reach capacity when buildings are fully leased (as described in Chapter 3); and (3) evidence of employer subsidization of commuter parking costs, bringing these costs lower than in peer cities (as described in Chapter 2), further inducing the parking

to be filled. This condition has negative cost implications for employers and developers, and undermines the city's mode share goals.

Current Code Minimum Parking Outcomes – Gap Analysis

Current minimum parking standards are 2.0 per 1,000 nsf in the higher-density core O1/O2 districts (proximate to the transit center) and 2.5 1,000 nsf in the R/MU/OB/OLB districts of the downtown (see Appendix D for a map of the zones). If projects were built to minimum standards, the actual drive-alone commute mode share (as a function of four employees per 1,000 nsf of office area[43]) would likely range from 50% to 62.5%.[44]

Table 7 provides a summary of outcomes by minimum code standard.

Table 7: Minimum Parking and Relationship to Drive-Alone Rates - Downtown Office Development

District	Type of Use	Current Code Minimum O1/02 Districts	Likely Drive-Alone mode share	Stalls per 100,000 nsf
O1/O2	Office (Business Services/Professional Services/General Office)	2.0/1,000 nsf	50%	200
R/MU/OB/OLB	Office (Business Services/Professional Services/General Office)	2.5/1,000 nsf	62.5%	250
To Achieve 2030 Downtown Subarea Plan Forecast		**2.04/1,000 nsf**	**51.0%**	**204**

It is clear that Bellevue's current downtown minimums are structured to "require" almost as much parking as the policy intends to achieve as a maximum outcome (i.e., 51% drive-alone). To this end, Bellevue should consider significant reductions to its downtown minimum parking requirements. Whether this should vary by district or type of use deserves consideration. Nonetheless, peer cities generally have minimums that are less than 2.0/1,000 nsf, ranging from 0.0/1,000 nsf to 1.5/1,000 nsf (except for Rosslyn, in some cases; see Chapter 2). Bottom line, all of the peer cities except San Jose have minimum parking

[43] Four employees per nsf is the employee density assumed for purposes of this analysis. . See footnote on page 18 for additional detail.

[44] The outcomes provided here are illustrative but assume that if parking is built, then a property manager is incented to fill the built stalls in order to meet financing and operating cost obligations. The higher the stall total required to be built through minimums, the more auto trips are necessary to fill the stalls. Code minimums that require more than a 50% drive-alone target standard create an immediate conflict with the city's non-drive-alone commute mode share goals.

standards that are more conducive to allowing developers flexibility to consider market and environmental factors before moving forward with planning. Further, peer cities' minimums are more advantageous to factors supportive of, and influenced by, non-drive-alone opportunities.

Current Code Maximum Parking Outcomes – Gap Analysis

The current maximum parking ratio in place for downtown office uses encourages a rate of drive-alone access that exceeds both the Comprehensive Plan and the Downtown Subarea Plan goal/forecast for non-drive-alone commute trips (see Table 8). To help achieve near-term mode share goal targets, parking maximums for office development would need to be calibrated to 2.4 stalls per 1,000 nsf. However, to achieve the long-term (2030) drive-alone mode share forecast outlined in the Downtown Subarea Plan, parking maximums would need to be further reduced to 2.04 stalls per 1,000 nsf. Lowering the code maximum would essentially *require* lowering the minimum, as the minimum is currently very close to what the mode goal would allow the maximum to be.

Table 8: Calibrating Parking Ratios to Drive-Alone Commute Trip Goals

A	B	C	D	E	F
Avg. Office Employees per 1,000 nsf = 4	**Current Code (most restrictive)**	**Current Code (least restrictive)**	**Current Drive-Alone Rate (2011)**	**Comp. Plan Drive-Alone Goal (2012)**	**Downtown Subarea Plan Drive-Alone Forecast (2030)**
Drive-Alone Rate	67.5%	75%	65%	60%	51%
Correlated Parking Maximum	2.7/1,000 SF	3.0/1,000 SF	2.6/1,000 SF	2.40/1,000	2.04/1,000

As Table 8 demonstrates, the current drive-alone rate in downtown is 65% (Column D), which translates into an actual "demand" maximum of 2.6/1,000 nsf (assuming four employees per 1,000 nsf[45]). In order to achieve Comprehensive Plan or Downtown Subarea Plan goals, maximum parking limits would need to correlate to 2.40 and 2.04/1,000 nsf, respectively (Columns E & F).

[45] Four employees per nsf is the employee density assumed for purposes of this analysis. See footnote on page 18 for additional detail.

CODE MINIMUM AND MAXIMUM RECOMMENDATIONS

Code Minimum Recommendations

In general, this analysis demonstrates that the current code for office uses is not likely to generate an outcome that will meet the Downtown Subarea Plan 2020 goal/2030 forecast of 51% drive-alone commute mode share. Current code minimums are particularly unsupportive of the goal, in some downtown locations requiring parking at levels that actually encourage a drive-alone mode share of as much as 62.5%. ***To this end, it is easy to recommend that all minimum parking standards for downtown general office uses be lowered to 1.0/1,000 nsf.*** Lowering current parking minimums is the first step necessary to right-sizing Bellevue's parking code. In addition, based on experiences in other cities and on Bellevue's current drive-alone commute mode share, a very low minimum will encourage a more market-based approach to meeting parking demand at the front end of development planning.

Code Maximum Recommendations

As to the parking maximum, recommendations are more difficult and nuanced. More discussion and evaluation by the city needs to occur in this area. As cities like Seattle, Portland, San Jose and others have demonstrated, very low parking maximums can work to foster robust downtowns and maximize and grow investments in alternative mode infrastructure and programs. Should Bellevue model itself in this direction, clear commitments to ensuring that "access capacity" in alternative mode areas is available to absorb new trip growth is essential as a way to assuage concerns by the development community that reducing the amount of parking per 1,000 nsf over time does not result in a net reduction in system trip capacity (i.e., the combined capacity of the transportation system to absorb existing and future trips). If that concern is alleviated through continued targeted commitments to, and investments in, alternative modes, then meaningful reductions in maximum parking allowances represents a reasonable and balanced option. In this regard, right-sizing parking at the level of code maximums includes (1) setting a numerical standard tied to the policy goal; (2) making the commitment (both publicly and privately) to a comprehensive package of access options designed to efficiently absorb higher percentages of trip growth in non-drive-alone modes; and (3) easing the transition to a lower maximum requirement by facilitating access to built supply in downtown that is underutilized, as described at the end of Chapter 3.

Many peer cities (Downtown Seattle, Portland, San Jose, etc.) have hard-cap maximums that are correlated to a policy goal and commitments to alternative mode infrastructure and investments. Others, like SLU and San Diego operate without maximum parking standards. In these cities, parking development must be in a garage, which underlies a policy perspective that (1) the cost of parking alone will moderate supply development and (2) a no-maximum standard is also flexible and market-based. At this time, given that Bellevue already has "hard caps" on parking development and a stated policy/goal to actively reduce

drive-alone commute trips, the policy would suggest recalibrating maximums as opposed to eliminating them.

The current downtown drive-alone mode share (65%) and its correlated parking ratio (2.6/1,000 nsf) is very close to what the current code maximum is for the O1/O2[46] zoning districts (2.7/1,000 nsf). Continuing this standard would likely result in a status quo drive-alone commute mode share in the future. ***Therefore, the city should lower the O1/O2 maximum from 2.7/1,000 nsf to 2.0/1,000 nsf in the "core" zoning districts of downtown as a means to influence a more accelerated shift from drive-alone commuting in these districts toward the Downtown Subarea Plan goal/forecast, and to leverage these districts' proximity to the transit center. At the same time, the maximum parking standard for general office in the "perimeter" R/MU/OB/OLB zoning districts should be lowered to a standard that correlates with the current 65% drive-alone mode share (2.6/1,000 nsf).*** Lowering maximum parking allowances in the code with a split standard by district would likely have immediate impacts in the O1/O2 zoning districts, as the new maximum standard would be the same as the current minimum. The impact on uses in the R/MU/OB/OLB districts is less clear given that the current 65% downtown drive-alone rate is for office workers in the entire downtown. Since the 2.6/1,000 nsf standard correlates with the current 65% mode share, it is likely that this standard would have marginal impact. Table 9 provides a summary of a potential recalibration of maximum standards.

Table 9: Example: Recalibration of Existing Maximum Parking Code Standards

District	Type of Use	Current Code Maximum (BCC 20.25A.050)	New Code Recommendation	Calibrated Drive-Alone Rate
O1/O2	Office (Business Services/Professional Services/General Office)	2.7/1,000 nsf	2.0/1,000 nsf	50%
R/MU/OB/OLB	Office (Business Services/Professional Services/General Office)	3.0/1,000 nsf	2.0/1,000 nsf	65%

Additional recommendations include:

- Take steps to support the need for commuter parking during a "transition period" following adoption of new parking standards, such as the following:

[46] The O1/O2 zones constitute the higher-density "core" area of downtown and are most proximate to the transit center. See Appendix D for a map of the zones.

    - Allow more parking on an interim basis with a sunset clause and approved phasing plan (as provided in the city's Bel-Red land use code parking requirements);
    - Encourage shared uses of existing parking supply; and/or
    - Encourage "non-accessory" (non-site-specific) management and practices including parking garage design that provides exterior access for pedestrians.
- Establish on-street parking wherever possible as a means to increase on-street visitor access, street level vibrancy and parking supply.
- Evaluate whether there are options to streamline and simplify land use code provisions for shared parking plan arrangements for property development.
- Create parking fee-in-lieu options tied to parking minimums, using funds derived for future access improvements and/or to provide for TDM strategies. This is in direct response to the very low level of generally available public parking currently in the downtown (i.e., estimated to be 300 stalls or just one percent of all supply).
- Continue to regularly monitor parking utilization on- and off-street as a means to routinely identify constraints and surpluses in the parking supply.

5. Equity

When changes to parking standards in any city are considered, the issue of equity arises. In other words, if new development is not allowed to provide parking at the same rate that existing buildings were allowed, does that make new development less competitive? The answer to this question is more complex than a straight parking-to-parking comparison. Certain inequities may accrue to a building with less parking if indeed the demand for parking exceeds its supply. However, in many cities older parking resources serve as shared parking for new buildings, given that the growth of alternative mode use in those cities has created surpluses in the older supply. Thus, there becomes a mutually beneficial relationship between existing and new uses.

The purpose of "right-sizing" parking is to minimize the prospect of competitive inequities, intending simply to find the "sweet spot" for the parking supply that best balances actual demand, cost to build and the availability of less expensive alternative mode options. Similarly, certain benefits to new office buildings may accrue in reduced development costs for parking. With new structured parking conservatively estimated to cost $37,000[47] per stall, the economic efficiencies of right-sizing parking are apparent. In some cases, minimum office parking requirements may exceed a developer's perceived need and, due to the unnecessary additional building costs, may incent them to pass over Downtown Bellevue as a location for future investment.

When reevaluating its parking code standards, the city should be sensitive to issues of equity, recognizing first that minimum parking requirements should not be an impediment to development in the future. The city should also encourage, to the degree that it can, trends that influence the market for determining parking need. This includes making investments in alternative mode infrastructure; supporting and partnering with businesses in incentive programs that reduce the cost relationship between parking and transit (e.g., minimizing employee parking subsidies, parking cashout, education, etc.); and creating opportunities for shared parking uses.

[47] $37,000 is a Pacific Northwest average for a parking garage serving mixed-use development. See footnote in Chapter 3, Parking Supply Cost Comparison, for additional detail regarding this figure.

6. Summary

When viewed from several different vantage points, Downtown Bellevue's parking system and approach do not maximize its competitive potential. Code requirements (parking minimum and maximum standards) should be revised to directly reflect the 2030 Downtown Subarea Plan forecast (which matches the assumptions in the currently adopted 2020 Downtown Subarea Plan goal) of no more than 51% commute trips by drive-alone mode. This would increase flexibility on the front end of development planning (minimum standards) and consistency with the Downtown Subarea goal/forecast over a longer-term planning horizon (maximum standards). In addition, it would stop the cycle of oversupply and underpricing to fill that supply that is suggested by the current combination of a relatively high commute trip drive-alone mode share (which matches the parking supply) and the high level of parking fee subsidization that supports that level of drive-alone commuting. The land use code parking requirements can be used as a tool toward this overall goal without necessarily sacrificing competitive advantages, especially since, as described earlier in this report in Chapter 2, page 24, the monetary investment of constructing parking exceeds the revenue that can be recouped from parking fees.

Any changes in this regard must be strategically coordinated with ongoing investments and programs (public and private) supporting alternative mode options for users (i.e., transit, bike, walk and rideshare). Alternative mode investments should be coupled with continued outreach, education and incentives that encourage developers and employers to use savings derived from reduced parking requirements and costs to invest in alternative modes of access for their employees.

In addition, ***the changes should be accompanied with a strategic plan for ensuring sufficient parking capacity during the "transition period" following adoption of new parking standards.*** One option could be allowing increased parking on an interim basis with a sunset clause and approved phasing plan (as provided in the city's Bel-Red land use code parking requirements). Another step could be to review code provisions (or approval processes) to determine whether there are opportunities to encourage more efficient use of existing parking supply (including excess parking stalls at retail and other buildings).

The city may want to consider and encourage, when possible, programmatic refinements in parking programs that would allow employees more flexibility to engage in non-drive-alone commuting. Based on input from King County Metro staff working with CTR-affected employers, downtown employees prefer monthly parking passes because daily parking rates do not allow in/out privileges. This encourages employees to drive all days rather than use alternatives due to the sunk cost of their monthly parking passes. Refinements to this practice and/or providing monthly "half-month" (11-day) parking passes would create options that allow for both driving and alternative modes in a manner that is cost effective and accounts for day-by-day changes in employee travel needs.

Overall, there are areas of opportunity to improve the Bellevue parking code and to integrate changes in the code with community discussions regarding the supply of parking, its value and its relationship to broader goals for economic prosperity, urban form and sustainable transportation.

APPENDIX A – Policy and Code "Gap" Analysis

This appendix comprises background analysis conducted in preparation for the 2013 Downtown Bellevue Commuter Parking Assessment.

I. ISSUE

The City of Bellevue has initiated a review and analysis of its current parking requirements, policy and code to answer this basic question: *Are the current Land Use Code requirements for parking supply at Downtown office buildings consistent with and supportive of the city's policies and goals relating to economic development, downtown mobility and transportation demand management?*

II. PURPOSE

This memo is an assessment of how well current downtown parking requirements align with city plans, goals and policies. Those plans include the city's parking development code (BCC 20.25A.050), the Downtown Subarea Plan (DSP) [48], the city's Comprehensive Plan, and the adopted 2008 "Connect Downtown" Growth and Transportation Efficiency Center (GTEC) plan. A key metric within this evaluation is the city's Comprehensive Plan non-drive-alone commute mode share target of 40% (identified as a target for 2005, with no additional horizon year specified and thus still current). As such, code requirements for parking should "calibrate" to development that supports effective and reasonable achievement of this target both near term and over time. Current survey data (2011) shows downtown mode share at 35% for non-drive-alone commute trips.[49]

III. GAP MATRIX METHODOLGY

The Policy and Code Gap matrix (attached at the end of this document) was separated into six columns to cross-compare elements of each planning policy. The first column separates the parking development code into its six subsections. The following three columns focus on the individual planning documents; policy statements from each plan were separated out and placed opposite the most appropriate subsection of the parking code. The fifth column was devoted to existing conditions which convey various survey results, demographic information about Downtown Bellevue and anecdotal elements found during research[50]. The sixth and final column notes any gap in policy or code language and provides general recommendations or comments regarding applicable transportation parking or TDM policies.

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[48] The Downtown Subarea Plan stipulations are based on a goal/forecast for mode share. The existing Downtown Subarea Plan is based on a 2020 horizon and includes an assumed 51% mode share for drive-alone commute trips. Analysis for the current Downtown Transportation Plan Update, which will feed into an update of the Downtown Subarea Plan, has forecast a 2030 51% commute trip drive-alone rate of 51%. In addition, policy elements of the DSP are numerous. While several DSP policy statements could be applied to multiple parking code subsections, we chose to be more concise and display them once opposite the most relevant parking code chapter.

[49] 2011 survey data is for both large and small employers in the downtown.

[50] The full policy language for the Transportation Management Program (TMP) – Downtown is included in the matrix due to its importance for guiding, shaping, advocating and enforcing TDM strategies in the downtown.

IV. GENERAL FINDINGS

- Overall, very few "gaps" were found in the policy language across multiple planning documents. In particular, the GTEC 'coordinating' document did a good job of summarizing language from both the DSP and the Comprehensive Plan and identifying jurisdictional responsibilities for accomplishing policy objectives.

- Policy language in the Comprehensive Plan (specific to Downtown Bellevue) does not reflect the GTEC's more aggressive 2011 trip reduction goals for all downtown commute trips. It speaks to requiring employers affected by the state Commute Trip Reduction law (100+ employees) to implement programs to reduce employee commute trips, but contains no mention of smaller employers. Data indicate that 97% of downtown *employers* have fewer than 100 employees; representing approximately 46% of all downtown *employees*. Updating these references across all plans would clarify the intent to impact a much larger downtown employee population. This would likely be more effective in directing demand management efforts and programs over time and thereby improving results.

- The Comprehensive Plan fails to embrace the Downtown Subarea Plan 2020 goal/2030 forecast of 51% drive-alone mode share for commute trips. Calibrating the Comprehensive Plan and the code to the 2030 framework is a logical step.

- The current maximum parking ratio in place for downtown office uses (2.7 – 3.0 stalls: 1,000 SF) encourages a rate of drive-alone access that exceeds both the Comprehensive Plan and GTEC goals for non-drive-alone commute trips (see **Table A-1** below). To help achieve the near-term Comprehensive Plan mode share target, downtown-wide parking maximums for office development would need to be calibrated to 2.4 stalls per 1,000 net square feet (nsf). However, to achieve the long-term (2030) mode share goal outlined in the Downtown Subarea Plan, downtown-wide parking maximums would need to be further reduced to 2.04 stalls per 1,000 nsf.

Table A-1: Calibrating Parking Ratios to Drive-Alone Commute Trip Goals

Avg. Office Employees per 1,000 nsf = 4[51]	Current Code (most restrictive)	Current Code (least restrictive)	Current Drive-alone Rate 65% (2011)	Comp. Plan Goal 60% (2012)	Downtown Subarea Plan Goal/Forecast 51% (2030)
Correlated parking maximum	2.7/1,000 SF	3.0/1,000 SF	2.6/1,000 SF	2.40/1,000	2.04/1,000

- Current minimum parking requirements for downtown developments (at 2.0 stalls per 1,000 SF and higher) encourage drive-alone commute rates of at least 50%; this accommodates the minimum goal of 60% set forth in the Comprehensive Plan, but provides parking at a level in excess of the level that corresponds to the Downtown Subarea Plan drive-alone commute trip 2020 goal/2030 forecast of 51%.

[51] Four employees per nsf is the employee density assumed for purposes of this analysis. See footnote on page 18 for additional detail.

- Current employment in the downtown is estimated at 42,500 (2012). The 2030 forecast for employment would add 27,800 net new jobs, a 65% increase over eight years. The cost of providing new parking to accommodate these jobs at parking ratios approved for major office buildings built since 2001 (which is 61%) would be approximately $627 million for 16,958 stalls assuming a fully loaded construction cost of $37,000[52] per stall (see **Table A-2** below). Number of stalls to meet "demand" is also calculated for both the Comprehensive Plan and Downtown Subarea Plan goals. Overall, significant savings in both cost (and land use) can be accrued with parking maximums more closely calibrated to plan goals. These savings range from 278 – 2,780 fewer stalls constructed and $10 - $103 million in avoided construction costs.[53]

Table A-2: Parking Stalls Calibrated to Drive-Alone Rate

Forecast new downtown employment = 27,800	Built Office Parking as Approved Since 2001 61%	Comp. Plan Goal 60% (current)	Downtown Subarea Plan 51% (2030)
Net new parking at assumed drive-alone "demand"	16,958	16,680	14,178
Net Difference stalls from Current	-	*278 (2%)*	*2,780 (16%)*
Cost of net new parking @$37K per stall	$627 million	$617 million	$524 million
Net Difference from Current	-	*$10 million*	*$103 million*

V. CONSIDERATIONS

The matrix below (Table A-3) contains a column summarizing a number of suggestions/general recommendations for the City of Bellevue to consider as it moves forward in its review of its policies, plans and code. Find below a brief summary of several key considerations.

- The first element of the parking code, Minimums and Maximums by Use, can be one of the most effective tools for fostering increased demand for transportation demand management (TDM) options (i.e., non-drive-alone trips). As a result, many policy elements

[52] $37,000 is a Pacific Northwest average for a parking garage serving mixed-use development. See footnote in Chapter 3, parking Supply Cost Comparison, for additional detail regarding this figure.
[53] Estimates here are illustrative and do not at this time attempt to calculate the level of elasticity in the operation of parking stalls or rate schedules that could lower the actual number of parking stalls eventually built.

from the DSP and GTEC addressing alternative modes should be directly correlated with this part of the parking code.

- Reduce current parking maximums to levels that are consistent with the Downtown Subarea Plan goal/forecast for 2030.
- Reduce parking minimums to a rate that is ½ the parking maximum.
- Establish on-street parking wherever possible as a means to increase on-street visitor access, street level vibrancy and parking supply.
- Evaluate whether there are options to streamline and simplify land use code provisions for shared parking plan arrangements for property development.
- Create parking fee-in-lieu options tied to parking minimums, using funds derived for future access improvements and/or to provide for TDM strategies. This is in direct response to the very low level of generally available public parking currently in the downtown (i.e., estimated to be 300 stalls or just one percent of all supply)
- Continue to regularly monitor parking utilization on- and off-street as a means to routinely identify constraints and surpluses in the parking supply.
- Utilize 'right-size' parking techniques when evaluating new parking supply/developments.

VI. SUMMARY

Bellevue maintains detailed and thorough policies and plans that support more compact urban development and an increasing role for alternative modes of access, which would result in fewer drive-alone commute trips and less overall parking supply. At this time, current code provisions for parking development are not directly linked to plan goals, particularly parking minimums/maximums.

Maintaining the status quo could actually facilitate future parking development at a rate that is in conflict with plan goals, as the amount of commuter supply allowed exceeds desired commute trip expectations. Given the financing needs of a parking garage, once it is built a developer/owner is incented to "fill it" to assure that operating costs and debt service are covered. As such, "right sizing" parking to trip goals in the development code, coupled with attractive and reasonable TDM programs and infrastructure, is essential and prudent if plan goals and vision are to be achieved.

Table A-3: Policy and Gap Analysis

Parking Requirements	Downtown Subarea Plan (DSP)	Connect Downtown Growth and Transportation Efficiency Center (GTEC)	Transportation Element of Comprehensive Plan	Existing Conditions	Suggestions for Realignment / General Recommendations
	Goal: *to become the symbolic and functional heart of the Eastside Region through the continued location of cultural, entertainment, residential, and regional uses.* The vision for Downtown Bellevue *is a dense, mixed-use urban center that has a high pedestrian orientation and range of complementary land uses.*	**Goal:** *to evolve an environment supportive of non-drive-alone travel and grow the non-single occupant vehicle travel market, in order to reduce the single-occupant vehicle rate and vehicle miles traveled in Downtown Bellevue and thereby preserve mobility and livability in the face of future growth.* Vision of Downtown Bellevue (GTEC): - *A viable, livable, memorable, accessible, pedestrian-friendly area;* - *Serving as the symbolic and functional heart of the Eastside region;* - *Containing a dense, compact mixture of jobs and housing;* - *Supported by a viable network of transportation infrastructure and services in order to move more people with fewer cars;* - *Resulting in a human-scaled, active environment.*	**Goal:** *to maintain and enhance mobility for residents and businesses through the creation and maintenance of a balanced system of transportation alternatives that:* - *Provides a wide range of travel choices;* - *Supports the land use vision of the city;* - *Protects our neighborhoods from adverse transportation impacts;* - *Reflects the regional role of the city in transportation issues; and* - *Reduces the overall dependency on automobiles throughout the city*	Bellevue has evolved from a bedroom community to a major regional center. In the process it has become the second largest employment center in King County and the economic hub of the Eastside. According to the city's PCDD, the number of downtown workers in is estimated at 42,500 in 2012. As of 2012, there are 9,000 residents housed in Downtown Bellevue. The 2030 forecast is for an additional 27,800 jobs and 10,000 residents, or roughly three-quarters of the city's future employment and residential growth. Currently, according to the PSRC Parking Summary 2010, the downtown has approximately 38,092 total spaces and a p.m. occupancy rate of 51.0%.	
Parking development ratios listed in Appendix D, Table "Downtown Parking Requirements (per LUC: BCC 20.25A.050)," item (i) Office, indicates a minimum of 2.0 per 1,000 SF and a maximum of 2.7 per 1,000 SF in O-1 and O-2 zones; and a minimum of 2.5 per 1,000 SF and a maximum of 3.0 per 1,000 SF in R, MU, OB, and OLB zones.	**POLICY S-DT-149.** Establish parking requirements specific to the range of uses intended for the Downtown Subarea. **POLICY S-DT-73.** Provide pedestrian and bicycle connectivity across I-405 at NE 10th Street. *(Ashwood)* **POLICY S-DT-85.** Allow uses and development intensity that is supportive of transit and day/night activity. *(Eastside Center District)* **POLICY S-DT-126.** Aggressively pursue local, state, and federal action to implement improved automobile and high occupancy vehicle (HOV) access to and from the Downtown Subarea from I-405 at NE 6th Street. **POLICY S-DT-130.** Encourage transit service providers to improve transit connections between Downtown and the city's neighborhoods.	GTECs set a target for reduction of SOV rate for workers and/or residents of the GTEC – to be "more aggressive" than CTR goals – 10% of <u>all</u> downtown employees, not just those with 100 or more employees. This equates to 5,000 additional persons not driving alone. <u>Note</u>: *97% of downtown employers have fewer than 100 employees; this represents 46% of all downtown employees.*	***Comprehensive Plan Regional Transit Policies.*** The Regional Transit component's goal is to provide regional transit service at levels that support the land use goals; provide high-performance transit connections with other urban centers in the region; and develop programs to encourage ridership on regional transit. The Comprehensive Plan supports a pedestrian and bicycle network to increase mobility choices, reduce reliance on motorized vehicles, and provide convenient access to activity centers and other destinations. The Pedestrian and Bicycle Transportation Plan (1999), provides a prioritized list of facility needs, reflecting the city's support of non-motorized transportation as a key component of the transportation system. **POLICY TR-1.** Integrate land use and transportation decisions to ensure that the transportation system supports the Comprehensive Plan Land Use vision. **POLICY TR-2.** Work actively and cooperatively with other Eastside jurisdictions and regional and state agencies to plan, design, fund and construct regional transportation projects that carry out the city's transportation and	*Comprehensive Plan* target (2005) for commute trips = 40% non-SOV (=60% SOV) <u>2011 Bellevue Downtown Commute Mode Share Survey</u> results = 35% non-SOV (17% bus, 9% carpool, 2% vanpool, 3% walk, 3% telework, 1% bike, 1% other) Traffic modeling in *Downtown Implementation Plan* (2003) assumes 49% non-SOV (40% transit, 9% car/vanpool) by 2020 for commute trips GTEC Program Plan (2011) 10% reduction in SOV commute trips target = 36.1% non-SOV Individuals working in Downtown Bellevue have an average commute distance of 13.5 miles and travel from all over the region: Seattle (21%); Kirkland and West Snohomish County (19%); Redmond, NE King County and SE Snohomish County (16%); Issaquah and East King County (7%); Renton, South King County and Pierce County (15%); and Bellevue (20%). (Source: <u>2011 Bellevue Downtown Commute Mode Share Survey</u>.) The estimated number of workers and residents in 2012 based on existing construction and permits are 42,500 and 8,500, respectively. Long-term projections are for 70,300 workers and 19,000 residents in 2030. According to the Downtown Subarea Plan, downtown growth will constitute roughly three-quarters of the city's	Maximum parking ratio, particularly for Office should be directly correlated to mode share goals. Consider reduction/elimination of parking minimums unless minimums are tied to fee-in-lieu for new supply or TDM measures. 60% SOV goal for commute trips = 2.4 (max) stalls per 1,000 nsf To transition to a more aggressive Downtown Subarea Plan 2020 goal/ 2030 forecast of 51% SOV, parking maximums will need to be more restrictive. 51% SOV for commute trips = 2.04 (max) stalls per 1,000 nsf

Parking Requirements	Downtown Subarea Plan (DSP)	Connect Downtown Growth and Transportation Efficiency Center (GTEC)	Transportation Element of Comprehensive Plan	Existing Conditions	Suggestions for Realignment / General Recommendations
	POLICY S-DT-131. Work with transit providers to significantly expand transit service, including express bus transit, to Downtown Bellevue to accommodate anticipated increases in ridership. **POLICY S-DT-132.** Explore ways of providing the most effective transportation services and marketing programs for trips between major retail, office, and transit facilities Downtown, as well as activity areas on the edge of Downtown such as Overlake Hospital. **POLICY S-DT-133.** Encourage transit service providers to improve transit connections between Downtown Bellevue and other designated urban centers. **POLICY S-DT-134.** Support transit ridership to Downtown Bellevue by encouraging the regional transit providers to expand Park-and-Ride capacity outside of Bellevue. **POLICY S-DT-135.** Provide space within or near Downtown for bus layovers and other transit facilities needed to support projected levels of transit service and ridership. Layover space and other facilities, whether developed within the right-of way or off-street, must be located and developed in a manner that minimizes impacts on residential areas, provides an active pedestrian environment and is consistent with the district character direction in this Plan. **POLICY S-DT-136.** Encourage convenient and frequent transit services and provide incentives for attractive waiting areas in Downtown in recognition that transit extends the range of the pedestrian. **POLICY S-DT-137.** Coordinate with transit providers to enhance information and incentives available to transit riders and potential transit riders to encourage and facilitate transit use.	The DSP characterizes the parking supply as being generally 'sufficient'… there appear to be some building locations where demand exceeds supply, particularly at buildings that are fully occupied and, especially, where less than the maximum allowable parking supply was constructed. The trend appears to be that demand is beginning to outpace supply, as tenants squeeze more employees into their rented floor area and new developments choose to supply fewer parking spaces than the maximum allowed. **Viability of Transit as a Mode Choice for Downtown Bellevue.** In order for transit to be a viable travel option for commuters, the commuter needs to be willing to use the service and the service needs to be convenient and reliable.	land use goals. **POLICY TR-4**. Ensure that Downtown Bellevue, the major Urban Center of the Eastside, includes the following: Intensity/density of land uses sufficient to support high capacity transit; mixed uses for both day and night activities; pedestrian emphasis; and alternatives to single-occupant vehicles. **Transportation Demand Management Goal:** *to reduce the use of single-occupant vehicles and vehicle miles traveled, through a coordinated program of regulations, marketing, and provision of alternative travel options.* **POLICY TR-9**. Coordinate with jurisdictions, private sector, and transit providers to develop/implement uniform TDM regulations and strategies that are consistent with the CTR Act and address the following factors: parking; services to increase HOV use; demand management program elements; and report/monitor performance evaluation standards. **POLICY TR-10**. Require large employers to implement a CTR program for employees, as mandated by the CTR Act. Evaluate program effectiveness every two years and, in coordination with other Eastside jurisdictions, lower the employer threshold if needed to achieve the city's goals for reducing use of single-occupant vehicles. **POLICY TR-11**. Implement compatible programs to limit the supply of commuter parking for single occupant vehicles. Consistent with the Countywide Planning Policies, introduce parking pricing techniques to discourage the use of single-occupant vehicles, such as: 1. Establish methods to charge for parking single-occupant vehicles; 2. Impose a parking tax, through state enabling legislation; and 3. Provide tax incentives and other credits to employers that eliminate employee parking subsidies. **POLICY TR-13.** Continue to ensure that the city as an employer sets a positive example by maintaining a strong TDM program for its employees.	employment growth and a majority of the city's residential growth. **14.60.080 Transportation management program – Downtown.** A. The director may require a transportation management program (TMP) for any project proposed within the downtown in order to reduce congestion, reduce peak hour trips, or implement the policies of the comprehensive plan. B. Programmatic Requirements. 1. building owner w/ 50,000 gross SF or more of office shall, in addition Transportation Management requirements perform the following elements: a. Commuting options information boards for each tenant with 50 or more employees. b. Leases in which the tenants are required to participate in periodic employee surveys. c. Identification of parking cost as a separate line item in such leases and a minimum rate for monthly long-term parking, not less than the cost of a current Metro two-zone pass. d. A personalized ridematching service for building employees. The service must enhance the existing service available from Metro, with personalized follow-up with individual employees. 2. Duration. The programmatic requirements shall continue for the life of the building. C. Performance Goals. 1. The building owner, as part of the TMP for the building, comply with the following performance goals: a. For every other year and for 10 years thereafter, the performance goals shall become more restrictive, so that by the tenth year the maximum SOV rate will be reduced by 35 percent from the baseline year baseline. b. The city may adjust the above rates every other year based on review of current conditions. c. These performance goals apply to present and future property owners for the life of the building. F. Failure to Meet Performance Goals. 1. Remedies. If the city determines that the property owner has failed to meet the performance goals the owner shall comply w/ the action plan, employee survey and reporting	An effective way to increase transit's mode share (and circumvent issues related to parking subsidies) is to forcibly constrain the parking supply, namely through more aggressive parking development maximums. This challenges the common notion of congestion being "undesirable." In this case, employee/commuter parking congestion can be a very effective TDM incentive.

Parking Requirements	Downtown Subarea Plan (DSP)	Connect Downtown Growth and Transportation Efficiency Center (GTEC)	Transportation Element of Comprehensive Plan	Existing Conditions	Suggestions for Realignment / General Recommendations
	POLICY S-DT-138. Work with Sound Transit and other regional partners to develop a High Capacity Transit system that connects Downtown Bellevue to other key activity centers. **POLICY S-DT-145.** Promote provision of high occupancy vehicle (HOV) transportation services including transit, carpools, and vanpools to, from, and within the Downtown Subarea. **POLICY S-DT-146.** Support the Bellevue Downtown Transportation Management Association. **POLICY S-DT-147.** Support the Downtown Transportation Management Program. **POLICY S-DT-148.** Minimize Downtown SOV commute trips by coordinating with the Bellevue TMA and transit agencies to provide transit and rideshare incentives, subsidies, and promotional materials to Downtown employers and employees. **POLICY S-DT-159.** Enhance the mobility of pedestrians and bicyclists Downtown by improving signals and crosswalks at intersections and mid-block locations. **POLICY S-DT-158.** Provide for the needs of bicycles and pedestrians in the design and construction of new facilities in Downtown, especially in the vicinity of the Transit Center, along the NE 6th Street pedestrian corridor, and on 106th Avenue NE where on-street parking and/ or wider sidewalks may be appropriate. **POLICY S-DT-160.** Improve the pedestrian experience by providing street trees and other landscaping in sidewalk construction, especially along the edges of Downtown. **POLICY S-DT-161.** Provide safe and convenient pedestrian linkages to adjacent neighborhoods to the north, south and west of Downtown, as well as across I-405 to the east. **POLICY S-DT-162.** Provide pedestrian linkages through superblocks that help create a finer-grained pedestrian network. **POLICY S-DT-163.** Designate and enhance bicycle routes through Downtown to create a more	Many downtown **pedestrian crossings** are limited to major intersections occurring at 600-foot intervals. Many pedestrian signals are pedestrian-activated, which means that walk signs do not come on automatically. Downtown pedestrians have commented on long wait times at intersections, short walk times, dangers from turning cars, difficulty navigating sidewalk closures due to construction, and a generally unfriendly environment for pedestrians walking and crossing streets in the downtown. The Regional Transit component's goal is to provide regional transit service at levels that support the land use goals; provide high-performance transit connections with other urban centers in the region; and develop programs to encourage ridership on regional	**POLICY TR-14.** Require new development to incorporate physical features designed to promote use of alternatives to single-occupant vehicles, such as: 1. Preferential parking for carpools and vanpools; 2. Special loading and unloading facilities for carpools and vanpools; 3. Transit facilities, including comfortable bus stops and waiting areas; and 4. Bicycle parking, showers, secure storage facilities, lockers, and related facilities. **POLICY TR-15**. Encourage major employers and the developers of major employment facilities to provide child care opportunities on site or nearby. **POLICY TR-17.** Promote increased citizen awareness of travel alternatives available for midday as well as commute trips. **POLICY TR-18**. Evaluate and promote a car-sharing program in Downtown Bellevue. **POLICY TR-22**. Implement the level of service standards and other mobility targets for major transportation modes within each Mobility Management Area. Monitor the adopted mobility targets and adjust programs and resources as necessary to achieve scheduled progress on all modes. **POLICY TR-23.** Coordinate improvements and operations among travel modes, providing connections between modes. **POLICY TR-24**. Incorporate pedestrian and bicycle facility improvements into roadway projects, and incorporate transit/high-occupancy vehicle improvements where feasible. **POLICY TR-25**. Provide for adequate roadway, pedestrian, and bicycling connections in newly developing and redeveloping areas of the city, promoting both internal access and linkages with the rest of the city. **POLICIES TR-50 thru TR-75** focus on the provision of transit and working with transit providers to making it a positive and viable transportation experience for residents, commuters, and visitors.	requirements as set forth below. 2. Action Plan Requirement. a. Plan Required. Prepare/ submit to the city and implement an action plan to meet the performance goals within one year. b. Adequacy of Plan. The property owner will be allowed flexibility in developing the action plan subject to city review. The city will evaluate the following: i. The relationship of the number of employees that would be affected by the plan actions to the size of the deficiency which must be reduced. ii. The effectiveness of proposed actions as they have been applied elsewhere in comparable settings. iii. The schedule for implementation of the action plan and the assignment of responsibilities for each task. 3. Annual Employee Survey Requirements. An employee survey shall be conducted within one year of the date of submission of the previous report to the city. 4. Annual Report Requirement. A report shall be submitted one year after the submission of the previous report. It shall also include descriptions of: a. Implementation of the action plan, including expenditures; and b. Summary of effectiveness of elements of the action plan. 5. Duration. The property owner shall comply with the action plan, the annual survey and the annual report requirements every year that the property owner fails to meet the performance goals up to a maximum of six years after submission of the first report. 6. Assurance Device. Failure by the owner to meet performance goals, they shall provide to the city an assurance bond at the property owner's option, securing financial incentives prescribed in an action plan. The bond shall equal the cost of the maximum incentive levels which could be required for the following year. The amount of the bond shall be determined when the level of activity is determined on the action plan. The assurance device shall be issued not later than 60 days after this determination.	Several policies in DSP, GTEC & Comp Plan highlight importance of 'active transportation' elements (walk and bike). Providing needed infrastructure for these modes can be cost-effective, adding access capacity while limiting impacts on roadway operations (LOS) during peak hours.

Parking Requirements	Downtown Subarea Plan (DSP)	Connect Downtown Growth and Transportation Efficiency Center (GTEC)	Transportation Element of Comprehensive Plan	Existing Conditions	Suggestions for Realignment / General Recommendations
	pleasant and safe environment for bicycling. **POLICY S-DT-164.** Encourage the developers and owners of Downtown buildings to provide long-term bicycle parking and storage for employees and short-term bicycle parking for visitors.	transit.			
20.25A.050C Shared Use	**POLICY S-DT-62.** Explore opportunities for shared parking, or a park-once district concept for short term parking. *(NW Village)* **POLICY S-DT-86.** Discourage use of the eastern portion of this District for large scale, stand-alone transit parking. Transit parking may be appropriate if combined with other uses. *(Eastside Center District)* **POLICY S-DT-89.** Explore opportunities for shared parking, or a park-once district concept, to improve the availability of the short-term parking supply for retail and service users. *(Old Bellevue)* **POLICY S-DT-151.** Encourage the joint use of parking and permit the limitation of parking supply.	This section emphasizes the importance of parking availability for visitors, and states that if peak-hour parking occupancy routinely exceeds 85 percent, parking management strategies should be implemented to manage existing supply, and that these management strategies should attempt to shift as many commuters as possible to alternative modes so they do not compete with visitors for the most convenient parking spaces. This plan states that additional strategies, if necessary, may include the provision of additional parking through street parking, more shared use of facilities, or as a last resort, constructing public parking structures at critical locations.	**POLICY TR-16.** Encourage private developers of adjacent or nearby properties to execute agreements to provide joint use and funding of shared parking facilities, with provision for pedestrian linkages.	The concept refers to utilizing a parking facility for more than one use, particularly at differing times of the day or week. Shared parking results in less space devoted to automobiles in the downtown. Requirements include a convenient pedestrian connection between the properties, that directional signs are provided, and that the parking agreement be recorded for each property in King County records. The "park once" strategy was not implemented because subsequent discussions with downtown stakeholders and garage operators did not generate agreement on when or how to change parking management practices. This strategy was recommended because a high percentage of parking in Downtown Bellevue, particularly for shoppers, is proprietary.	Shared parking, particularly for existing uses, can be an effective tool to eliminate the need for providing costly additional supply while helping to maintain Downtown's compact urban form. Liability issues can complicate matters, which should compel the city to keep the approval process as streamlined as possible.
20.25A.050D Off-Site Parking Location	**POLICY S-DT-44.** Provide incentives for 106th Avenue NE to develop as Downtown's *Entertainment Avenue*. This area will include a concentration of shops, cafés, restaurants, and clubs that provide for an active pedestrian environment during the day and after-hours venues for residents and workers by night. **POLICY S-DT-45.** Continue to encourage the NE 6th Street Pedestrian Corridor as a major unifying feature for Downtown Bellevue. **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. **POLICY S-DT-40.** Enhance the appearance of all types of streets and adjoining sidewalks with street trees, landscaping, water features, pedestrian scaled lighting, street furniture, paving treatments, medians, or other softening	Downtown Implementation Plan policies call for a public/private comprehensive examination of short-term parking problems in the downtown, as well as investigating allowing downtown developers to pay a fee into a "pool" in lieu of providing parking on-site. Pooled funds would then be used to provide short-term public parking where needed. This is consistent with a 1997 Urban Land Institute downtown study that found parking that is linked to specific buildings rather than shared parking facilities causes a redundancy of parking spaces.	**POLICY TR-53.** Work with transit providers to maintain and improve public transportation services to meet employer and employee needs. Develop and implement attractive transit commuter options, such as park and ride facilities and local shuttle systems with sufficient frequencies to increase use of transit for commuting and reduce reliance on private automobiles.		A fee-in-lieu when tied to parking minimums can be an effective mechanism to build a funding base for a future, strategically located, parking facility. Such a facility could be used of augment the private supply and expand the city's visitor parking resources. With Bellevue's minimal public parking supply (300 stalls, less than 1% of total supply), the city could benefit from an in-lieu option.

Parking Requirements	Downtown Subarea Plan (DSP)	Connect Downtown Growth and Transportation Efficiency Center (GTEC)	Transportation Element of Comprehensive Plan	Existing Conditions	Suggestions for Realignment / General Recommendations
	treatments as appropriate.				
20.25A.050E Commercial Use Parking **the provision of parking to the public for a fee**	**POLICY S-DT-61.** Examine additional opportunities for on-street parking in the district. *(NW Village)* **POLICY S-DT-71.** Examine additional opportunities for on-street parking in the district. *(Ashwood)* **POLICY S-DT-156.** Investigate allowing Downtown developers to pay a fee into a "pool" in lieu of providing parking on-site. Pooled funds would be used to provide short-term public parking where it is in shortest supply. Land Use Code amendments would be required to provide for the collection and administration of a fee in lieu of parking program. **POLICY S-DT-157.** Explore opportunities to implement a parking guidance system to more efficiently utilize the Downtown parking supply.	Limited Public Parking: Downtown Bellevue has limited public parking, approximately 300 spaces. This is less than 1% of total downtown parking spaces. Since all are free, there is no opportunity to generate city revenue from parking facilities to return to the community in the form of pedestrian amenities and efforts to discourage auto trips. While some daily parking is available in the downtown, parking providers have not indicated great interest in increasing its provision nor increasing signage where it is currently available. In the current environment, and until severe parking shortages exist, parking operators and building managers are likely to perceive the maximization of sales of monthly tenant parking as more economically viable than pursuing public hourly or daily parkers.	**POLICY TR-65.** Work with transit providers and local property owners to develop new leased park and ride lots.		The value of on-street parking cannot be overstated. It provides high-turnover, accessible parking for customers and visitors to the Downtown, has the potential to be a revenue stream to the city, creates an important buffer between pedestrians and adjacent traffic and acts as a traffic calming device by slowing average speed levels.
20.25A.050F Parking Area and Circulation Improvements and Design	**POLICY S-DT-8** Locate major office development in the Downtown core in order to complement retail activities and facilitate public transportation. **POLICY S-DT-81.** Develop the NE 6th Pedestrian Corridor as a unifying feature for Downtown Bellevue by siting buildings and encouraging uses that add to pedestrian movement and activity. *(Eastside Center District)* **POLICY S-DT-150.** Develop Downtown parking facilities and systems that are coordinated with a public transportation system and an improved vehicular circulation system.		**POLICY TR-8.** Incorporate transit-supportive and pedestrian-friendly design features in new development through the development review process.		
20.25A.050G Interim and Phased Parking	**POLICY S-DT-153.** Permit short-term on-street parking on Downtown streets if such action does not create significant traffic problems. **POLICY S-DT-154.** Initiate a public/private comprehensive examination of short-term parking problems Downtown, and develop a work plan to implement solutions.				See on-street parking recommendation under Commercial Use Parking (above) See in-lieu parking recommendation under Off-Site Parking Location (above)

Parking Requirements	Downtown Subarea Plan (DSP)	Connect Downtown Growth and Transportation Efficiency Center (GTEC)	Transportation Element of Comprehensive Plan	Existing Conditions	Suggestions for Realignment / General Recommendations
20.25A.050H Director's Authority to Require Parking Exceeding Maximum	**POLICY S-DT-152.** Evaluate the parking requirements in the Land Use Code and regularly monitor the transportation management program, employee population, parking utilization, parking costs paid by commuters and the percentage of those who directly pay for parking. If monitoring indicates that the use of transit and carpool is not approaching the forecast level assumed for this Plan, revise existing parking and transportation management requirements as needed to achieve forecast mode split targets found in the Transportation Element of the Comprehensive Plan. **POLICY S-DT-155.** Utilize quantitative measures to analyze the short-term parking supply for neighborhood-scale retail and services, and implement parking management strategies or increase the parking supply as appropriate, and as resources allow.	A key policy (Policy S-DT-152) is to monitor parking utilization, costs (paid by commuters), employee populations, the transportation management program, and transit and ridesharing levels, and revise parking and transportation management requirements if needed to achieve mode share targets in the Transportation Element of the Comprehensive Plan.			It is critical to regularly monitor parking usage in the downtown, both on and off-street. This will help the city to understand users' needs and manage the supply to better serve those needs. When evaluating parking resources for proposed developments, staff and the Director should employ right-size parking methods to minimize parking development costs, maximize its shared use potential and preserve a uniform urban form aesthetic.
Additional Issues	**POLICY S-DT-119.** Establish residential parking permit programs wherever appropriate in the residential communities surrounding Downtown and enforce parking violations to eliminate parking spillover from Downtown.	***Commuter Parking Subsidies.*** It is known from employers who report information under the Commute Trip Reduction law that many downtown employers subsidize monthly commuter parking for their employees. Employer practices range from offering fully subsidized ("free") employee parking to subsidizing employee parking at various levels or not at all. There likely are instances in which parking charges are bundled with leases in the downtown. In order for market forces to be at work, employers need to have the choice as to whether to purchase parking for their employees, or whether to direct their funds toward transit and other non-drive-alone subsidies instead; and employees need to have the option to shift their employer-paid parking subsidies to other commute modes.	**POLICY TR-11.** Work with other jurisdictions in King County to establish and implement compatible programs to limit the supply of commuter parking for single occupant vehicles. Consistent with the Countywide Planning Policies, introduce parking pricing techniques to discourage the use of single-occupant vehicles, such as: 1. Establish methods to charge for parking single-occupant vehicles; 2. Impose a parking tax, through state enabling legislation; andE 3. Provide tax incentives and other credits to employers that eliminate employee parking subsidies.		Employer based parking subsidies are a difficult thing to control. In-lieu of market forces pushing monthly parking costs out of "full-subsidy" reach for most employers, the policy proposed in the Comp Plan (TR-11) by working with other jurisdictions in King County to provide county-wide tax incentives or other credits to employers that eliminate parking subsidies may prove the most effective option.

APPENDIX B – Parking Supply Requirements Comparison

This appendix comprises background analysis conducted in preparation for the 2013 Downtown Bellevue Commuter Parking Assessment.

I. ISSUE

The City of Bellevue has initiated a review/analysis of its current parking requirements, policy and code to answer this basic question: *Are the current Land Use Code requirements for parking supply at Downtown office buildings consistent with and supportive of the city's policies and goals relating to economic development, downtown mobility and transportation demand management?*

The focus of the analysis is on the downtown, the office parking market (primarily commuter parking), and objective information gathering to formulate recommendations for improvement and problem solving. This project is intended to assist the city in developing a better understanding of whether current city code requirements for office parking are "right-sized;" considering such factors as city goals for access to and mobility within downtown, goals for commute mode share and the vision for downtown as an attractive place for business location and real estate development. Rick Williams Consulting (RWC) was retained by the city to assist in the analysis and research.

II. PURPOSE

The purpose of this memorandum is to summarize a comparison of Downtown Bellevue's parking supply requirements with those of other mixed-use business centers in region as well as with peer cities or districts. In identifying peer cities/districts, the consulting team worked with city staff to identify other cities that have (to the degree possible) similar characteristics to Downtown Bellevue in terms of land use, urban design and transit service.[54]

III. FORMAT

For this task, the existing Downtown Bellevue parking code was compared with other mixed-use business centers in the region as well as the parking codes of peer cities that share similar land use, urban design, transit service, and economic industry conditions with Downtown Bellevue. The ten jurisdictions were divided into two categories. First, "Regional Alternative Business Locations" (ABL) – cities that would be considered competitors with Downtown Bellevue located in within King County. Additional "peer cities" (PCs) were compiled and researched based on input from city staff. These cities are located in California, Oregon, Virginia and Washington. The selected cities, by category, are listed below.

[54] It is important to note that an "apples to apples" comparison of cities is often difficult. Various factors (e.g., economic, cultural, planning vision and political) can influence land use codes and regulation. Nonetheless it is instructive to evaluate how Downtown Bellevue relates to other jurisdictions as both an indicator of similarity and potential competiveness.

Regional Alternative Business Locations (ABL)

- Downtown Seattle, Washington
- Hyla-Rowley area, Issaquah, Washington
- Bel-Red, Bellevue, Washington
- Overlake Neighborhood, Redmond, Washington
- Totem Lake Neighborhood, Kirkland, Washington

Peer Cities (PC)

- Portland, Oregon (Lloyd District)
- San Jose, California (Downtown)
- San Diego, California - City Centre (Downtown)
- Arlington, Virginia (Rosslyn)
- Seattle, Washington (South Lake Union District)

Comparisons were made across a diverse range of land use requirements related to general office parking, which includes minimum and maximum parking requirements (if any), shared use parking, off-site parking, parking rates, subsidies, bicycle parking requirements and presence (or not) of light rail and/or streetcar service. The details of this analysis are incorporated into the attached matrix. The matrix also provides a description of each ABL or PC, with hyperlinks to relevant code sections or reference (e.g., reports, other studies).

IV. FINDINGS

Parking minimums/maximums

- Not all jurisdictions stated their parking minimums/maximums per 1,000 net square feet (nsf). However, when comparing Downtown Bellevue's code to ABLs/PCs that use this same rate, Downtown Bellevue's parking minimums (2.0 – 2.5 spaces: 1,000 SF) are generally higher than the average minimum (1.5 space: 1,000 SF). Downtown Bellevue's parking maximums (2.7 – 3.0: 1,000 SF) for office land uses (non-medical) are generally in the midrange as compared to ABLs and lower when compared to PCs. Many peer cities have (a) low minimums and (b) no maximums. The no maximum stipulation is generally coupled with restrictions on surface parking lot development, which pushes larger parking development "demand" into parking structures – a more costly development option.

- In Downtown Bellevue there is a special provision in the perimeter design district that the Director may require a provision of up to 3.5 stalls per 1,000 SF to avoid potential overflow into adjacent land use districts outside the downtown. This would take "required" parking (in this area of the downtown) to a much higher level than in most other jurisdictions evaluated.

- Four ABLs/PCs offer reductions to parking minimums based on the use's proximity to frequent service transit and/or an approved TDM program that demonstrates reduced demand for parking facilities. Bellevue has lower parking allowances (minimum, maximum) in the core area, which is closest to the transit center. Bellevue requires buildings to implement Transportation Management Programs with the aim of reducing commute trips by tenant employees; however, these are not specifically linked to parking allowances.

Bicycle Parking

- Nearly all ABLs/PCs, with the exception of Rosslyn, include a requirement for bicycle parking in their code language. Most jurisdictions require short-term bicycle parking, while four jurisdictions also require long-term bicycle parking in addition to short-term facilities. The Downtown Bellevue code does not currently address bicycle parking for development in downtown.

Parking rates and subsidies

- Data on parking subsidies offered to commuters through their employers was difficult to come by in many locations. Two PCs noted availability of pretax deductions for parking fees (also available for transit and vanpools per IRS Transportation Fringe Benefit). In Seattle (downtown) and Portland (Lloyd District) subsidies of employee parking are marginal to very limited. On the other hand, Microsoft has offices located in the Redmond Overlake area (as well as Downtown Bellevue) and is known to provide free parking to their employees. Overall, comparisons in this regard are difficult.

- Downtown Bellevue's published average rate of $193.00 for monthly commuter parking is consistent with the $192.31 average of other jurisdictions.[55] However, in Downtown Bellevue, transportation management programs (TMPs) are required at most office buildings. TMPs generally include a requirement that the cost of parking be a separate line item in tenant leases. Parking must be "sold" at a per stall rate that is no less than the cost of a two-zone monthly transit pass, currently $108. Feedback from building managers indicates that the parking rate that is negotiated between property managers and tenants is at approximately this level. In other words, though the *posted rate* for parking is $193, lease agreements provide parking at an *actual rate* of approximately $108.

- According to a December 2008 City of Bellevue Downtown parking survey, surveyed employers indicated that they subsidized approximately 75% of employee parking costs. [56] Smaller employers (firms with fewer than 50 employees) subsidized at a higher rate (approximately 83%). Overall, the average out-of-pocket cost per employee was calculated at $27 per month, substantially less than the posted monthly "market rate" average of $193.00 and a fraction of the $108 employers are typically paying for employee stalls.

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[55] These averages were derived from a comparison of 2011 Colliers parking data and 2012 information from TransManage. Rates for monthly parking for ABL/PC comparisons were averaged from six of the ten ABL/PC communities reviewed (no information was available for the other four).
[56] See, *Downtown Parking Inventory Final Report (City of Bellevue, 2008).*

- None of the cities surveyed showed indications of such a high rate of parking subsidies by employers for employee parking. San Diego indicated some subsidization by employers, but usually coupled with alternative commute benefits programs as well. A 2012 FHWA study of "value pricing" indicated a growing trend within King County to eliminate employee parking subsidies. The high percentage of subsidization in Downtown Bellevue adds additional cost to employers that does not appear to be in place in other cities.

Shared parking

- With the exception of Rosslyn, all jurisdictions including Downtown Bellevue allow shared parking under certain conditions. Generally, the shared parking facilities must be within 800 feet of the use and connected by pedestrian facilities and directional signs. Reductions in the total number of parking spaces required were generally reduced for shared or "cooperative" parking agreements. Notably, San Diego encourages shared parking by offering FAR bonuses for parking that is made permanently available for public use.

Off-site parking

- Most jurisdictions allow off-site parking within a reasonable distance of the use served, generally by special permit or recorded on the property title to ensure use in perpetuity. Three ABL/PC jurisdictions noted the availability of a fee-in-lieu option with fees paid used for construction of public parking facilities (Totem Lake, Redmond Overlake and San Jose).

V. SUMMARY

Downtown Bellevue shares similarities and differences with other regional alternative business locations and peer cities. Two areas where Downtown Bellevue is different, particularly with peer cities, are in the areas of minimum parking requirements and parking subsidization. In general, Downtown Bellevue requires more in minimum parking than many of its counterparts. Also, from the cities examined, Downtown Bellevue is unique in the level of subsidy downtown employers provide to employees to cover the cost of commuter parking, which tends to distort the actual "real market value" of commuter parking as it relates to the out-of-pocket cost of parking to the user. Another area of difference is in requirements for bicycle parking, which are codified in most of the ABL and PC codes, but are not an element in the Downtown Bellevue code.

Overall, Downtown Bellevue can learn from other jurisdictions and fine tune its own code to be more efficient and supportive of development. Additional work tasks associated with the larger scope of work for this study will begin to address potential recommendations for changes/revisions and evaluate specific elements of Downtown Bellevue's code as it relates to the issues of "right sized" parking and consistency with existing Downtown Bellevue visioning documents.

The matrix below (Table B-1) provides a detailed summary of the peer review of parking requirements.

Table B-1: Parking Requirements Peer Review

E				Parking Requirements								
E	Peer City (PC) or Alternative Business Location (ABL)	Description	Reference	Land Use	Min	Max	Bicycle Parking	Shared Use Parking	Offsite Parking	Parking Rates (unreserved commuter parking)	Parking Subsidies (Is the user cost relatively high or low?)	Light Rail/Streetcar Service
Downtown Bellevue, Washington	N/A	The second largest city center in Washington State. Features a dense urban core home to many high-tech companies and mixed-use neighborhoods.	Bellevue Land Use Code – Part 20.25A.050 Downtown Parking, circulation and walkway requirements.	Office (Business Services/Professional Services/General Office)	Per 1000 NSF *Zones O-1, O-2:* 2.0 *Zones R, MU, OB, OLB:* 2.5	Per 1000 NSF *Zones O-1, O-2:* 2.7 *Zones R, MU, OB, OLB:* 3.0 Perimeter Design District – Director may require up to 3.5 spaces to avoid potential overflow into adjacent land uses outside of the Downtown.	No code requirements.	Yes. Allowed for separate adjoining properties or mixed use on a single site under certain conditions (20.25A.050 C) The number of required parking spaces may be reduced under shared parking agreements. 20% reduction if time of uses overlap.	Yes. May be authorized if adequate visitor parking exists on the subject property, pedestrian, van or shuttle connection, and directional signs are provided. (20.25A.050 D)	Monthly Parking[57,58] $191.25-195 Daily[2] $18	A 2008 Downtown Parking Inventory Report indicated a 75% level of subsidization of parking overall (83% for smaller employers with fewer than 50 employees) among employers interviewed (n=20).[59]	No light rail or streetcar. Served by a major transit center with frequent service. East Link Light Rail, a planned extension from Seattle to Bellevue and points north east, is funded. Service is projected to start by 2023.[60]
South Lake Union District, Seattle, Washington	PC, ABL	Most of the South Lake Union neighborhood is zoned Seattle Mixed, with some Industrial Commercial and Commercial zoning. For the purpose of this study, we have focused on the Seattle Mixed zoning.	Seattle Mixed zoning is subject to parking requirements outlined in SMC 23.54.015 Required Parking	Office (Non-residential, non-institutional)	1 per 1000 square feet Reductions to the parking minimum are available if located within 1320 feet of a frequent transit service and/or if new or expanding office uses that require greater than 40 or more parking spaces participate in an alternative transportation plan which includes transit subsidy benefits. (SMC 23.54.020)	2. In all commercial zones, except C2 zones outside of urban villages, no more than one hundred forty-five (145) spaces per lot may be provided as surface parking. 3. In all multifamily zones, no more than ten (10) parking spaces may be provided per business establishment.	Offices and Laboratories, research and Development: Long Term - 1 per 4,000 sq ft; 1 per 2,000 sq ft in Urban Center/Station Area Overlay Short Term - 1 per 40,000 square feet.	Yes, by waiver authorized by the Director. Shared parking must be within 800 feet of the business. Sharing of bicycle parking by more than one use is encouraged but must be within 100 feet. The applicant may also fund public bike parking in lieu of on-site requirements. (SMC 23.54.015) Cooperative parking is permitted between two or more business and may allow a reduction in the total number of required parking spaces. (SMC 23.54.020)	Not specifically addressed in SMC 23.54.015.	Approximately 1000 10-hour on-street parking spaces are available at $1.50/HR ($15/day). Most off-street parking in SLU is managed by Standard Parking, which offers monthly permitted parking for $237.90[61]	No data found.	Yes, streetcar.
Downtown Seattle, Washington	ABL	Dense urban core for the City of Seattle. Financial and commercial center.	City of Seattle Municipal Code - Land Use Code Chapter 23.49.019: Downtown Zoning	Downtown Office and Mixed Commercial	No parking, short- or long-term is required, except in International District Mixed and Residential Zones (SMC 23.49.019)	1 per 1000 square feet for nonresidential uses. Parking in excess of maximum may be permitted as a special exception under certain conditions	Office – 1 space per 5000 square feet of gross floor area of office use. Shared bicycle parking for non-residential use is allowed but must be within 100 feet of the lot.	Yes, by waiver authorized by the Director. Shared parking must be within 800 feet of the business. Sharing of bicycle parking by more than one use is encouraged but must be within 100 feet. The applicant may also fund public bike parking in lieu	Yes, but code says "where allowed." (SMC 23.54.025)	Monthly Parking[44] $285 Daily[44] $27	FHWA Study of Value Pricing states that parking subsidies have already been eliminated by most employers in King County.[62]	Yes, light rail, passenger rail, bus, monorail and ferry.

[57] TransManage, Downtown Bellevue Parking Survey 2012 Annual Report, 2012.
[58] Colliers, 2012 Central Business District Parking Rate Survey (Median rate for unreserved parking), 2011. < http://www.colliers.com/en-US/US/~/media/Files/MarketResearch/UnitedStates/Colliers_2012_NA_Parking_Survey.ashx>.
[59] City of Bellevue. Downtown Parking Inventory Final Report. December 2008.
[60] Choose Your Way Bellevue, "Try Sounder Commuter Rail or Link Light Rail,"Accessed November 2, 2012, < http://chooseyourwaybellevue.org/rail>.
[61] Phone conversation with Mary Catherine Snyder of Seattle Department of Transportation on November 13, 2012.
[62] Federal Highway Administration. Value Pricing Pilot Program: Lessons Learned – Appendix B 6.0 Other Pricing Projects. Accessed November 5, 2012. <http://ops.fhwa.dot.gov/publications/fhwahop08023/appendixB/06otherpricing.htm>.

E				Parking Requirements								
E	Peer City (PC) or Alternative Business Location (ABL)	Description	Reference	Land Use	Min	Max	Bicycle Parking	Shared Use Parking	Offsite Parking	Parking Rates (unreserved commuter parking)	Parking Subsidies (Is the user cost relatively high or low?)	Light Rail/Streetcar Service
								of on-site requirements. (SMC 23.54.015)				
Issaquah Hyla-Rowley	ABL	A redevelopment site planned for mixed-use neighborhoods. Planning documents emphasize desire to reduce surface parking and encourage alternative modes of transportation. Establishes a parking district.	Rowley Development Agreement	Office	2 per 1000 NSF Opportunities to reduce minimum parking requirements through improved transit access, etc. (Appendix F, Section 4.5)	4 per 1000 NSF	No less than 2 spaces, 1 space per 10,000 square feet.	Yes, for businesses with non-overlapping prime hours of operation. Must be located within 800 feet, provide a pedestrian connection, signage, and a shared parking contract.	Yes, within reasonable walking or sight distance, but no greater than 800 feet from property served.	No data found.	No data found.	None currently. Within ½ mile of Park and Ride. Designed to support potential/future high capacity transit to be determined.
Bel-Red, Bellevue Washington	ABL	A major employment area located between downtown Bellevue and the Redmond Overlake neighborhood. Land use was historically light industrial and commercial but is being planned for urban infill redevelopment with mixed-use and transit-oriented development.	Bel-Red Subarea Plan Bellevue Land Use Code – Part 20.25D Bel-Red	Office (Business Services/Professional Services/General Office) Maximum parking ratios for financial and office uses may be increased as part of a phasing plan for future site development.	Per 1000 NSF *Zones* MO-1, OR-1, OR-2, RC-1, RC-2, RC-3: 2.0 *Zones* MO, OR, RC, CR, GC, R, ORT: 3.0	Per 1000 NSF *Zones* MO-1, OR-1, OR-2, RC-1, RC-2, RC-3: 3.0/3.5 *Zones* MO, OR, RC, CR, GC, R, ORT: 4.0	1 space per 10,000 NSF for uses greater than 20,000 NSF	Yes, with execution of a shared parking agreement authorized by the Director pursuant to LUC 20.20.590.I (properties within 1000 feet of each other, convenient pedestrian connection exists, directional signs). When uses do not overlap in hours of operation, the number of stalls required is equal to the greater applicable individual requirements. Where hours of operation do overlap, the total of the individual requirements may be reduced by 10 percent.	Yes, with approval by Director based on criteria, including transit access within 500 feet and that the offsite parking is within one-quarter mile of site served.	No data found.	No data found.	No existing light rail or streetcar. Existing bus service only. "Funding is in place for East Link" light rail, including two stations; projected to open in 2023.

E				Parking Requirements								
E	**Peer City (PC) or Alternative Business Location (ABL)**	**Description**	**Reference**	**Land Use**	**Min**	**Max**	**Bicycle Parking**	**Shared Use Parking**	**Offsite Parking**	**Parking Rates (unreserved commuter parking)**	**Parking Subsidies (Is the user cost relatively high or low?)**	**Light Rail/Streetcar Service**
Overlake Neighborhood, Redmond, Washington	ABL	High-technology employment center.	Redmond Zoning Code 21.12 Overlake Regulations Overlake Parking Management Study	General Sales/Services	2.0 per 1000 square feet GFA Alternative parking standards may be specified in an approved Master or Site-plan. Curbside parking within a development may count toward up to 25 percent of the required off-street parking (21.12.110 OV Parking Standards).	3.0 per 1000 square feet GFA May exceed maximum provided that parking is available for public use at all times (21.12.110 OV Parking Standards).	Not identified in Overlake Regulations. Citywide regulations require: General Sales and Services: 1 long-term space per 12,000 square feet GFA, 1 short-term space per 2000 square feet GFA Offices and research and development laboratories: 1 long-term space per 4000 square feet GFA, 1 short-term space per 40,000 square feet GFA	Yes, "cooperative parking facilities" may be approved under the certain criteria.	Yes, within 600 feet of the site unless otherwise approved, when secured by easement. An in-lieu parking fee may be submitted to the city for required parking spaces not provided on-site.	No data found.	No data found. Microsoft has offices in the community and is known to provide free employee parking.	Served by Metro's B-Line, Sound Transit express transit and other frequent transit service. East Link light rail is projected to open in 2023 with two stations in this area.
Totem Lake Neighborhood, Kirkland, Washington	ABL	Largest business district in Kirkland. Home to Evergreen Hospital and the Washington Institute of Technology. Totem Lake Urban Center (Zone TL1A) High Density Residential/High Intensity Office Mixed Use Center.	Kirkland Zoning Code Chapter 55 – Totem Lake Zones	Office (TL1A)	TL1A refers to Chapter 105 KZC – In general, proposed development will require a parking study with submission of development application to determine parking requirements, to be reviewed by City Engineer.[63] General requirements for office are 1 space per 300 square feet.		Required if 6 or more off-street motor vehicle parking spaces are required for the use. 1 bike parking space for every 12 motor vehicle parking spaces. (105.32)	Yes, on occasion if property is redeveloped but maintaining existing parking	Fee in lieu program for construction of new public parking structures, although no plans for new structures at this time.	No data found.	No data found.	No. Currently bus service only.
Lloyd District, Portland, Oregon	PC	High-rise office, retail and entertainment district in the Portland City Center.	City of Portland Office of Transportation/Bureau of Planning. Central City Transportation Management Plan: Administration Section. City of Portland. December 1995. pp. 15-18	Office Non-Office	No Minimum No Minimum	2 per 1000 GSF No Maximum	Long term: 2 or 1 per 10,000 NSF. Short-term:2 or 1 per 40,000 NSF	Yes, for existing buildings under preservation parking	Yes, offsite parking is allowed.	Monthly Parking $98 (average)[4] Daily $8.50[64]	Yes, very limited. Only one employer identified as providing a parking subsidy.	Frequent light rail, streetcar, and bus access.
San Jose, California	PC	High-tech business district in proximity to major metropolitan area (San Francisco), similar density, high-rise development, and transit.	City of San Jose. San Jose, California Code of Ordinances – Title 20 Zoning. Accessed October. Accessed October 29, 2012.	Office A reduction in required off-street parking may be permitted by the director if a TDM program provides evidence that the required amount of parking is not necessary (up to a 15% reduction, 20.70.330). A reduction up to 10% may be permitted due	2.5 per 1000 square feet floor area.	2.5 per 1000 square feet floor area.[65]	1 per 1000 NSF(Zoning Code Chapter 20.90 Parking and Loading: Table 20-190) A minimum of 2 short-term or 1 long-term bike parking space is required if no off-street motor vehicle parking is required or not identified in (Sections 20.90.100, 20.70.485)	Yes by special use permit under certain conditions (Section 20.90.200).	Yes. Offsite, alternating use, and alternative parking arrangements may be allowed by special use permit. Section 20.70.385 In-Lieu Fees to purchase off-site parking	Monthly Parking $115[44] Daily[44] $15	No data found.	Yes, frequent light rail service during weekday peaks.

[63] Phone Conversation with Christian Geitz, Kirkland City Planner on November 8, 2012.
[64] Langely Investment Properties, Competitive Garage Rates, August 2012.
[65] In Downtown San Jose, CA the minimum and maximum parking ratios are the same. Any increase or decrease in the amount of parking requires approval from the Director.

E				Parking Requirements								
E	Peer City (PC) or Alternative Business Location (ABL)	Description	Reference	Land Use	Min	Max	Bicycle Parking	Shared Use Parking	Offsite Parking	Parking Rates (unreserved commuter parking)	Parking Subsidies (Is the user cost relatively high or low?)	Light Rail/Streetcar Service
				to alternative transportation availability including proximity to a proposed or existing rail station and/or additional off-street bike parking is provided (20.90.220).								
Downtown San Diego, California	PC	Centre City - Central Urbanized Planned District. Central Business District and Financial Center of San Diego.	Centre City Planned District Ordinance	Office	1.5 spaces/1000 square feet (developments containing less than 50,000 square feet are exempt)	Parking Maximums eliminated "in 1999 due to their potential to result in a disincentive for new office development to occur downtown."[66]	1 for every 20 required motor vehicle spaces	Yes, under certain approval criteria Office (Non Medical) Weekday Shared Parking Ratios: 3.3 per 1000 square feet floor area or (2.8 if in Transit Area) "One square foot of FAR bonus may be earned for every square foot of parking area made permanently available for public use."	Yes, within 500 feet of the development served by the parking. CC&Rs are recorded on both properties to ensure parking facility use without reduction in spaces in perpetuity.	Monthly Parking $175[44] Daily[44] $26	Pre-tax deductions offered by some Downtown employers. Some subsidized employee parking (rate not provided). Comprehensive alternative commute benefit programs offered by many employers.[67]	Yes, trolley, bus and passenger rail service in Downtown.
Rosslyn, Virginia	PC	Unincorporated neighborhood of Arlington, Virginia, located across the Potomac River from Washington, D.C. Urban village TOD centered on the Rosslyn Metro Station. High-rise office towers and a well-developed business district.	Zoning Ordinance Section 33 Automobile Parking, standing and Loading Spaces Zoning Ordinance Section 25B C-O Rosslyn Commercial office building, retail, hotel, and multiple-family dwelling Districts Both sections apply	Other Office (not Medical) Office, Retail, and Service Commercial in Rosslyn	Square Feet (In each Building)/ Parking Required: • First 5,000 square feet: 1 space for each 150 square feet • Next 10,000 square feet: 1 space for each 200 square feet • Area in excess of 15, 000: 1 space for each 250 square feet Code is as above. However, parking may be approved at 1 space per every 530 -1000 square feet of office gross floor area, depending on the adequacy of the TDM plan addressing the need for parking. TDM plan is required to be approved as part of site plan unless otherwise determined by County Board.		No parking code requirements	No discussion in parking code	Discouraged, but allowed under certain conditions, including site is no further than 600 feet between entrances.	(Washington, D.C.) Monthly Parking $270[44] Daily[44] $19 Rosslyn Public Parking Garages[68] Monthly $142 Daily $12	No data found	Yes, subway and Bus Service

[66] City Centre Development Corporation. Downtown Parking Standards Memo. May 31, 2011. <http://www.ccdc.com/images/stories/programs/May_2011_Parking_Standards.pdf>
[67] SANDAG iCommute Program. *San Diego Employers with Employee Commute Benefit Programs*. SANDAG. December 7, 2009. <http://www.icommutesd.com/Employers/documents/December2009-CompaniesandAgencieswithCommutePrograms_000.pdf>
[68] Arlington County Environmental Services. Public Parking Garages – Rosslyn. Accessed November 9, 2012. <http://www.co.arlington.va.us/Departments/EnvironmentalServices/dot/traffic/parking/RB/RosslynParking.aspx#1777kent>

APPENDIX C – Puget Sound Regional Council Parking Utilization Summary by Zone (2010) All Commercial Office Street Parking Including Office and Retail[69]

Zone	Tract	Block	# of Lots	Total Stalls	Total AM Car Count	Total PM Car Count	Avg. Total Stalls	Avg. AM Car Count	Avg. PM Car Count	AM Occupancy Rate	PM Occupancy Rate	Average Daily Occupancy Rate
1	23802	2003	3	164	88	86	55	29	29	53.7%	52.4%	53.0%
1	23802	2004	6	374	65	109	62	11	18	17.4%	29.1%	23.3%
1	23802	2005	10	271	137	173	27	14	17	50.6%	63.8%	57.2%
1	23802	2007	3	225	144	179	75	48	60	64.0%	79.6%	71.8%
1	23802	2008	1	350	113	165	350	113	165	32.3%	47.1%	39.7%
1	23802	2009	12	577	227	259	48	19	22	39.3%	44.9%	42.1%
1	23802	2010	6	2,103	1,405	1,469	351	234	245	66.8%	69.9%	68.3%
1	23802	2011	9	373	97	126	41	11	14	26.0%	33.8%	29.9%
Zone Total			50	4,437	2,276	2,566	89	46	51	51.3%	57.8%	54.6%
2	23802	2000	2	1,408	674	661	704	337	331	47.9%	46.9%	47.4%
2	23802	2001	2	26	16	14	13	8	7	61.5%	53.8%	57.7%
2	23802	2002	3	282	178	229	94	59	76	63.1%	81.2%	72.2%
2	23802	2012	5	1,316	616	651	263	123	130	46.8%	49.5%	48.1%
2	23802	2016	6	750	330	341	125	55	57	44.0%	45.5%	44.7%
Zone Total			18	3,782	1,814	1,896	210	101	105	48.0%	50.1%	49.0%
3	23802	1003	14	3,209	1,917	2,019	229	137	144	59.7%	62.9%	61.3%
3	23802	1004	5	1,705	1,017	1,092	341	203	218	59.6%	64.0%	61.8%
3	23802	1005	3	6,101	1,871	3,556	2,034	624	1,185	30.7%	58.3%	44.5%
3	23802	1006	8	522	226	255	65	28	32	43.3%	48.9%	46.1%
3	23802	1007	13	254	115	145	20	9	11	45.3%	57.1%	51.2%
3	23802	1008	6	198	62	68	33	10	11	31.3%	34.3%	32.8%
3	23802	1009	8	2,669	1,781	1,949	334	223	244	66.7%	73.0%	69.9%
3	23802	1021	6	488	234	285	81	39	48	48.0%	58.4%	53.2%
3	23802	1022	5	542	136	176	108	27	35	25.1%	32.5%	28.8%
3	23802	1023	6	528	124	220	88	21	37	23.5%	41.7%	32.6%
3	23802	1024	11	377	98	167	34	9	15	26.0%	44.3%	35.1%
3	23802	1025	3	290	108	142	97	36	47	37.2%	49.0%	43.1%
3	23802	1026	5	99	19	40	20	4	8	19.2%	40.4%	29.8%
3	23802	1027	5	82	26	45	16	5	9	31.7%	54.9%	43.3%
3	23802	1028	4	39	25	28	10	6	7	64.1%	71.8%	67.9%
Zone Total			102	17,103	7,759	10,187	168	76	100	45.4%	59.6%	52.5%
4	23802	1000	1	112	69	79	112	69	79	61.6%	70.5%	66.1%
4	23802	1001	1	450	362	398	450	362	398	80.4%	88.4%	84.4%
4	23802	1002	6	1,082	516	548	180	86	91	47.7%	50.6%	49.2%
4	23802	1010	6	1,645	906	943	274	151	157	55.1%	57.3%	56.2%
4	23802	1011	2	551	349	370	276	175	185	63.3%	67.2%	65.2%
4	23802	1012	5	5,340	3,315	4,329	1,068	663	866	62.1%	81.1%	71.6%
4	23802	1013	4	63	31	34	16	8	9	49.2%	54.0%	51.6%
4	23802	1014	2	42	24	17	21	12	9	57.1%	40.5%	48.8%
4	23802	1015	1	128	47	42	128	47	42	36.7%	32.8%	34.8%
4	23802	1016	4	641	278	269	160	70	67	43.4%	42.0%	42.7%
4	23802	1017	3	368	237	223	123	79	74	64.4%	60.6%	62.5%
4	23802	1019	7	975	436	427	139	62	61	44.7%	43.8%	44.3%
4	23802	1020	5	476	134	176	95	27	35	28.2%	37.0%	32.6%
Zone Total			47	11,873	6,704	7,855	253	143	167	56.5%	66.2%	61.3%
5	23801	1005	7	238	87	96	34	12	14	36.6%	40.3%	38.4%
5	23802	1029	1	21	14	15	21	14	15	66.7%	71.4%	69.0%
5	23802	1030	5	105	33	49	21	7	10	31.4%	46.7%	39.0%
5	23802	1031	13	323	49	93	25	4	7	15.2%	28.8%	22.0%
5	23802	1032	7	210	101	130	30	14	19	48.1%	61.9%	55.0%
Zone Total			33	897	284	383	27	9	12	31.7%	42.7%	37.2%

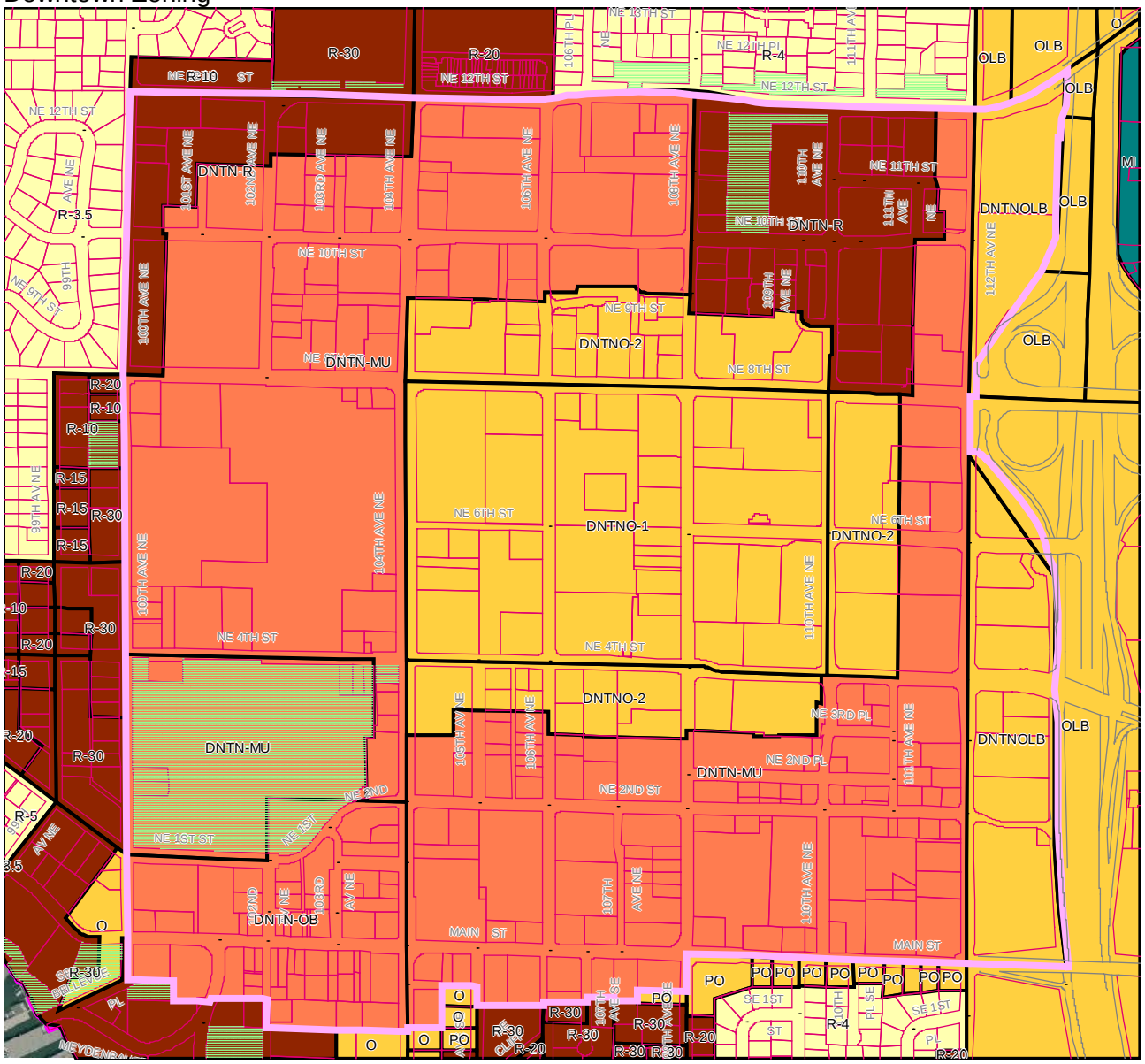
[69] From the metadata: (1) Contains number of parking facilities, number of stalls, occupancy rate, lot types, and costs of off-street parking. (2) The 2010 Parking Inventory was collected from September to December. (3) Survey hours were Monday thru Thursday from 8:30 AM - 11:30 AM and 1 PM - 3:30 PM.

APPENDIX D – Overview of Current Downtown Parking Requirements

Prepared by Michael Ingram, Bellevue Transportation Dept. – October 2008

1. Current Parking Requirements.
   Parking requirements for downtown development vary by type of use and by area within downtown. Parking requirements (minimums, maximums) are lowest in the Downtown core, the O-1 & O-2 zones. See map below.

   Downtown Zoning



Downtown boundary

Gold area in the middle indicates the O-1 and O-2 zones.

Downtown Parking Requirements (per LUC: BCC 20.25A.050)

		Downtown Zones			
		-O-1,-O-2		-R,-MU,-OB, -OLB	
Land Use	**Unit of Measure**	**Min.**	**Max.**	**Min.**	**Max.**
a. Auditorium/Assembly Room/Exhibition Hall/Theater/Commercial Recreation (1)	per 8 fixed seats or per 1,000 ns (if there are no fixed seats)	1.0 (10.0)	2.0 (10.0)	1.5 (10.0)	2.0 (10.0)
b. Financial Institution	per 1,000 nsf	3.0	4.0	4.0	5.0
c. Funeral Home/Mortuary (1)	per 5 seats	1.0	1.0	1.0	no max.
d. High Technology/Light Industry	per 1,000 nsf	2.0	3.5	2.0	3.5
e. Home Furnishing/Retail/Major Appliances – Retail	per 1,000 nsf	1.5	3.0	1.5	3.0
f. Hospital/In-Patient Treatment Facility/Outpatient Surgical Facility	per 1.5 patient beds	1.0	2.0	1.0	2.0
g. (Deleted by Ord. 5790)					
h. Manufacturing/Assembly (Other than High Technology/Light Industrial)	per 1,000 nsf	0.7	1.0	1.0	1.5
i. Office (Business Services/Professional Services/General Office)(3)	per 1,000 nsf	2.0	2.7	2.5	3.0
j. Office (Medical Dental/Health Related Services)	per 1,000 nsf	3.0	4.0	4.0	5.0
k. Personal Services:					
Without Fixed Stations	per 1,000 nsf	2.0	2.0	2.0	3.0
With Fixed Stations	per station	0.7	2.0	1.0	1.5
l. Residential	per unit	0	2.0	1.0(5)	2.0
m. Restaurant	per 1,000 nsf	0	15.0	10.0(4)	20.0
n. Retail	per 1,000 nsf	3.3	5.0	4.0(4)	5.0
o. Retail in a Mixed Development (except Hotel)(2)	per 1,000 nsf	0	3.3	2.0(4)	4.0
p. Senior Housing:					
Nursing Home	per patient bed	0.4	0.8	0.4	0.8
Senior Citizen Dwelling or Congregate Care	per living unit	0	1.0	0.33	1.0

nsf = net square feet (see LUC 20.50.036)

Additional parking details, excerpted from BCC 20.25A.050.

Notes to Parking Requirements table (on page D-2):
(1) Room or seating capacity as specified in the International Building Code, as adopted and amended by the City of Bellevue, at the time of the application is used to establish the parking requirement.
(2) If retail space in a mixed development exceeds 20 percent of the gross floor area of the development, the retail use parking requirements of paragraph B of this section apply to the entire retail space.
(3) Special Requirement in Perimeter Design District: The Director of Planning and Community Development may require the provision of up to 3.5 parking stalls per 1,000 net square feet (nsf) for office uses within the Perimeter Design District to avoid potential parking overflow into adjacent land use districts outside Downtown.
(4) Restaurant and retail uses located in existing buildings with 1,500 nsf or less floor area in Downtown-OB have a minimum parking ratio of 0. Restaurant and retail uses located in existing buildings with more than 1,500 nsf floor area in Downtown-OB shall provide parking according to the above table for any floor area over 1,500 nsf.
(5) The minimum requirement for studio apartment units available to persons earning 60 percent or less than the median income as determined by the United States Department of Housing and Urban Development for the Seattle Metropolitan Statistical Area is 0.25 stalls per unit. An agreement to restrict the rental or sale of any such units to an individual earning 60 percent or less of the median income shall be recorded with the King County Division of Records and Elections.

C. Shared Parking.

1. General. In the Downtown, this subsection supersedes LUC 20.20.590.I.1 – 2. Subject to compliance with other applicable requirements of this Code, the Director of Planning and Community Development may approve shared development or use of parking facilities located on adjoining separate properties or for mixed use or mixed retail use development on a single site if:
   a. A convenient pedestrian connection between the properties or uses exists; and
   b. The availability of parking for all affected properties or uses is indicated by directional signs, as permitted by Chapter 22B.10 BCC (Sign Code).
2. Number of Spaces Required.
   a. Where the uses to be served by shared parking have overlapping hours of operation, the property owner or owners shall provide parking stalls equal to the total of the individual parking requirements for the uses served reduced by 20 percent of that total number; provided, that the Director may approve a further reduction of that total number if the property owner or owners demonstrate to the satisfaction of the Director that the resulting provision of parking will be adequate for the proposed uses.
   b. Where the uses to be served by shared parking do not overlap their hours of operation, the property owner or owners shall provide parking stalls equal to the greater of the applicable individual parking requirements.
3. Documentation Required. Prior to establishing shared parking or any use to be served thereby, the property owner or owners shall file with the King County Division of Records and Elections and with the Bellevue City Clerk a written agreement approved by the Director of Planning and Community Development providing for the shared parking use. The agreement shall be recorded on the title records of each affected property.

D. Off-Site Parking Location.

1. General. In the Downtown, this subsection supersedes LUC 20.20.590.J. Except as provided in paragraph D.2 of this section, the Director of Planning and Community Development may authorize a portion of the approved parking for a use to be located on a site other than the subject property if:

a. Adequate visitor parking exists on the subject property; and

b. Adequate pedestrian, van or shuttle connection between the sites exists; and

c. Adequate directional signs in conformance with Chapter 22B.10 BCC (Sign Code) are provided.

2. District Limitations – Downtown-R Limitations. Parking located in the Downtown-R District may only serve uses located in that district unless otherwise permitted through Design Review, Part 20.30F LUC, and then, only if such parking is physically contiguous and functionally connected to the use which it serves in an adjacent land use district.

3. Short-Term Retail Parking Facilities. The Director may approve the development of short-term retail parking facilities (see definition at LUC 20.50.040) not associated with a specific use. Upon the separate approval of the Director, a property owner or owners may satisfy all or a portion of the parking requirement for a specified retail use through an agreement providing parking for the use at a designated short-term retail parking facility; provided, that:

   a. Adequate pedestrian, van or shuttle connection exists between the sites; and

   b. Adequate directional signs in conformance with Chapter 22B.10 BCC (Sign Code) are provided.

4. Documentation Required. Prior to establishing off-site parking or any use to be served thereby, the property owner or owners shall file with the King County Division of Records and Elections and with the Bellevue City Clerk a written agreement approved by the Director of Planning and Community Development providing for the shared parking use. The agreement shall be recorded on the title records of each affected property.

E. Commercial Use Parking.

1. Any parking facilities or parking stalls located in the Downtown and developed to meet the requirements of the Land Use Code for a particular use may be converted to commercial use parking (see definition at LUC 20.50.040); provided, that the property owner shall:

   a. Comply with all parking and dimensional requirements and with the performance standards for parking structures of this Code.

   b. If the parking facility or parking stalls proposed for commercial use were approved for construction subsequent to the effective date of Ordinance 2964 (enacted on March 23, 1981), the commercial use parking facility or parking stalls shall comply with all landscaping requirements set forth at LUC 20.25A.040.

   c. If the parking facility or parking stalls proposed for commercial use were approved for construction prior to the effective date of Ordinance 2964 (enacted on March 23, 1981), and the commercial use parking facility occupies more than 30 spaces, the minimum landscaping requirements of this Code shall be deemed met where the property owner installs landscaping in compliance with an approved landscaping plan which achieves the following objectives:

      i. Surface parking areas shall be screened from street level views to a minimum height of four feet by a wall, hedge, berm or combination thereof.

      ii. The minimum width of any hedge planting area shall be three feet.

      iii. Visual relief and shade shall be provided in the parking area by at least one deciduous shade tree (12 feet high at planting) for every 20 parking stalls, provided such trees shall not be required in covered or underground parking. Each tree planting area shall be at least 100 square feet in area and four feet in width, and shall be protected from vehicles by curbing or other physical separation. If irrigation is provided, the planting area may be reduced to 40 square feet.

iv. The proposed landscaping plan shall be reviewed by the Director for compliance with these objectives and shall be approved by the Director prior to initiation of the commercial use parking.

d. If the parking facility or parking stalls proposed for commercial use were approved for construction prior to the effective date of Ordinance 2964 (enacted March 23, 1981) and the commercial use parking facility occupies 30 spaces or less, the commercial use parking facility shall be exempt from the landscaping requirements of this Code.

2. Assurance Device. The Director of Planning and Community Development may require an assurance device pursuant to LUC 20.40.490 to ensure conformance with the requirements and intent of this subsection.

F. Parking Area and Circulation Improvements and Design.

1. Landscaping. Paragraph F.1 of this section supersedes LUC 20.20.590.K.7. The property owner shall provide landscaping as required by LUC 20.25A.040.

2. Compact Parking. Paragraph F.2 of this section supersedes LUC 20.20.590.K.9. The Director of Planning and Community Development may approve the design and designation of up to 65 percent of the spaces for use by compact cars.

3. Vanpool/Carpool Facilities. The property owner must provide a vanpool/carpool loading facility that is outside of required driveway or parking aisle widths and that is contained within the required parking and circulation areas. The facility must be adjacent to an entrance door to the structure served by the parking or as nearly so as possible and must be consistent with all applicable design guidelines.

4. Performance Standards for Parking Structures. The Director of Planning and Community Development may approve a proposal for a parking structure through Design Review, Part 20.30F LUC. The Director of Planning and Community Development may approve the parking structure only if:

a. Driveway openings are limited and the number of access lanes in each opening is minimized.

b. The structure exhibits a horizontal, rather than sloping, building line.

c. The dimension of the parking structure abutting pedestrian areas is minimized, except where retail, service or commercial activities are provided.

d. The parking structure complies with the requirements of LUC 20.25A.115.

e. A wall or other screening of sufficient height to screen parked vehicles and which exhibits a visually pleasing character is provided at all above-ground levels of the structure.

f. Safe pedestrian connection between the parking structure and the principal use exists.

g. Loading areas are provided for vanpools/carpools as required by paragraph F.3 of this section.

h. Vehicle height clearances for structured parking must be at least seven and one-half feet for the entry level to accommodate vanpool parking.

G. Interim and Phased Parking.

1. Interim Parking.

a. When Allowed. The Director of Planning and Community Development may approve the installation of interim parking up to the maximum parking allowed if determined to be necessary to mitigate spillover parking impacts. Such interim parking may exist for a period not to exceed five years from the date of Temporary or Final Certificate of Occupancy, whichever comes first. The Director of Planning and Community

Development may upon written request grant no more than two one-year extensions to the five-year interim parking time limit.

b. Approval Required. The Director of Planning and Community Development must review and approve a plan indicating current parking demand, how much interim parking is proposed, when the parking will be removed, and how the interim parking area will be restored.

c. Design. The property owner must provide perimeter and interior parking lot landscaping as required by LUC 20.25A.040 and must comply with all dimensional standards of this Code.

d. Removal of Interim Parking. The Director of Planning and Community Development may require the removal of interim parking prior to the expiration of the approval period when parking supply exceeds demand. The property owner proposing interim parking shall file a written agreement containing this limitation with the Bellevue City Clerk.

e. Assurance Device. The Director of Planning and Community Development may require an assurance device pursuant to LUC 20.40.490 to insure conformance with the requirements and intent of paragraph G.1 of this section.

2. Phased Parking.

a. Schedule Required. The property owner may install the required parking spaces in phases if the schedule has been approved by the Director of Planning and Community Development. Each phased parking installation must include enough parking to meet the parking requirements for the completed phases of the development for which the parking is provided. This phasing schedule must specifically indicate when all parking approved pursuant to this section will be provided.

b. Assurance Device. The Director of Planning and Community Development may require an assurance device pursuant to LUC 20.40.490 to insure compliance with the requirements and intent of paragraph G.2 of this section.

H. Director's Authority to Require Parking Exceeding Maximum.

In Downtown Districts, the Director of Planning and Community Development may require the installation of more than the maximum number of parking stalls, for other than office uses, if the Director determines that:

1. Such additional parking is necessary to meet the parking demand for a specified use; and

2. Shared or off-site parking is not available or adequate to meet demand; and

3. Any required Transportation Management Program will remain effective. (Ord. 5790, 12-3-07, § 4; Ord. 5717, 2-20-07, § 7; Ord. 5571, 12-6-04, § 9; Ord. 5091, 8-3-98, §§ 8, 9; Ord. 5050, 1-20-98, § 6; Ord. 4979, 3-17-97, § 11; Ord. 4973, 3-3-97, § 106; Ord. 4816, 12-4-95, § 206; Ord. 4654, 6-6-94, § 40; Ord. 3813, 7-20-87, § 5; Ord. 3747, 1-20-87, § 8)