

JULY 2018

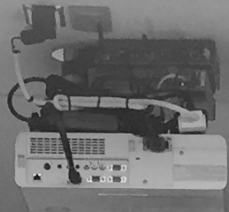
Errata sheets modify
previously published
pages 11, 55 and 84.



WILBURTON COMMERCIAL AREA STUDY

nbbj

EXIT



REFINED ALTERNATIVE



ACKNOWLEDGMENTS

CITIZEN ADVISORY COMMITTEE

Jeremy Barksdale (co-chair)	Planning Commission
Lei Wu (co-chair)	Transportation Commission
Debra Kumar	Parks & Community Services Board
Maria Lau Hui	Arts Commission
James McEachran	Human Services Commission
Chris Johnson	Bellevue Chamber of Commerce
Matt Jack	Bellevue Downtown Association
Shari Einfalt	Medical Institution Representative
Alison Washburn	Business Representative
Sarah Chong	Bellevue Resident
Glen Griswold	Bellevue Resident
Jay Hamlin	Bellevue Resident
Andrew Pardoe	Bellevue Resident
Daniel Renn	Bellevue Resident
Don Weintraub	Bellevue Resident

CITY OF BELLEVUE STAFF

Bradley Calvert	Department of Planning & Community Development
Kevin McDonald	Transportation Department

CONSULTING TEAM

NBBJ
Leland Consulting Group
EnviroIssues
BERK Consulting (EIS)
Fehr & Peers (EIS)
Jacobs CH2M (EIS)

CONTENTS

- COMMITTEE LETTER TO THE MAYOR1
- EXECUTIVE SUMMARY10**
- 01 INTRODUCTION16**
 - CONNECTION TO PRIOR PLANS.....19
 - BROAD STRATEGY/GENERAL GOALS.....22
 - GUIDING PRINCIPLES.....23
 - WILBURTON FRAMEWORK STRATEGIC VISION.....25
 - COMMUNITY ENGAGEMENT.....27
- 02 EXISTING CONDITIONS.....32**
 - MARKET ANALYSIS.....37
- 03 DEVELOPMENT CONCEPTS.....40**
 - PROCESS.....41
 - DEVELOPMENT ALTERNATIVES.....47
 - NO ACTION ALTERNATIVE.....49
 - ALTERNATIVE ONE.....51
 - ALTERNATIVE TWO.....53
 - COMPARATIVE EVALUATION.....55
 - TRANSPORTATION CONCEPTS.....61
 - PARKS AND OPEN SPACE CONCEPTS.....73
- 04 PREFERRED URBAN DESIGN FRAMEWORK.....82**
 - PREFERRED DEVELOPMENT OPTION.....83
 - TRANSPORTATION.....93
 - DESIGN PRINCIPLES—STREETS & STREETSCAPES.....101
 - PUBLIC REALM.....103
 - DESIGN PRINCIPLES—PARKS, OPEN SPACE, & NATURAL SYSTEMS.....109
 - SUSTAINABLE DEVELOPMENT FRAMEWORK.....111
 - AFFORDABLE HOUSING.....113
 - CHARACTER AND DEVELOPMENT STANDARDS.....115
 - DESIGN PRINCIPLES —BUILDINGS.....117
 - ADDITIONAL CONSIDERATIONS.....120

05 IMPLEMENTATION STRATEGIES	122
TYPES OF IMPLEMENTATION STRATEGIES.....	123
STREETS AND STREETSCAPES.....	125
PARKS, OPEN SPACE, AND NATURAL SYSTEMS.....	127
LAND USE AND DEVELOPMENT.....	129
NEXT STEPS.....	131
06 APPENDIX	135
APPENDIX A: CAC MEETING DESCRIPTIONS.....	136
APPENDIX B: PUBLIC SURVEY RESULTS.....	139
APPENDIX C: WILBURTON AREA MARKET ANALYSIS AND DEVELOPMENT STRATEGY.....	141
APPENDIX D: WILBURTON REDEVELOPMENT SITE FISCAL IMPACT ANALYSIS.....	179

LIST OF TABLES

TABLE 2.01: MAXIMUM POTENTIAL DEVELOPMENT 46

TABLE 4.01: MULTI-MODAL LEVEL-OF-SERVICE SUMMARY 90

TABLE 4.02: BICYCLE LEVEL OF TRAFFIC STRESS 91

TABLE 4.03: VEHICLE CORRIDOR LEVEL-OF-SERVICE 91

TABLE 5.01: STREETS AND STREETSCAPES STRATEGIES 116

TABLE 5.02: PARKS, OPEN SPACE, AND NATURAL SYSTEMS STRATEGIES 118

TABLE 5.03: LAND USE AND DEVELOPMENT STRATEGIES 120

LIST OF FIGURES

FIGURE 1.1: STUDY AREA BOUNDARY AND PLANNED INFRASTRUCTURE IMPROVEMENTS 8	FIGURE 2.4: EDGES & ACCESS 26
FIGURE 1.2: GRAND CONNECTION CROSSING OPTION 8	FIGURE 2.5: MAJOR CONNECTIONS 26
FIGURE 1.3: WILBURTON STATION 8	FIGURE 2.6: OPEN SPACE 27
FIGURE 1.4 ERC ALIGNMENT 8	FIGURE 2.8B: TOPOGRAPHIC SECTION 27
FIGURE 1.5: SPRING DISTRICT 11	FIGURE 2.7: WATER 27
FIGURE 1.6 ULI FRAMEWORK CONCEPT 12	FIGURE 2.8A: TOPOGRAPHY 27
FIGURE 1.7: PUBLIC ENGAGEMENT TIMELINE 19	FIGURE 2.9: MARKET AREA 29
FIGURE 1.8: SURVEY RESULTS 20	FIGURE 2.10: REDEVELOPMENT POTENTIAL 29
FIGURE 2.1: STUDY AREA CONTEXT 24	FIGURE 3.01: NORTH/SOUTH CORE 33
FIGURE 2.2: STUDY AREA DEMOGRAPHICS 25	FIGURE 3.03: ERC CORE 33
FIGURE 2.3: PUBLIC PROPERTY 26	FIGURE 3.02: CENTRALIZED CORE 33

FIGURE 3.04: 8TH/116TH CORE.....	33	FIGURE 3.37: BLOCK SCALE COMPARISON.....	53
FIGURE 3.05: SAMPLE OF COMPLETED DRAWING EXERCISES.....	35	FIGURE 3.39: INTERNAL BLOCK CONNECTIONS.....	56
FIGURE 3.06: CAC CONSENSUS BY TRANSECT TYPE.....	35	FIGURE 3.40: EAST/WEST CONNECTION /GRAND BOULEVARD.....	57
FIGURE 3.07: BELLEVUE URBAN TRANSECT.....	35	FIGURE 3.41: DOUBLE SPINE.....	58
FIGURE 3.08: CAC RESULTS.....	36	FIGURE 3.42: TRANSPORTATION PROVOCATION DIAGRAM PREFERENCES.....	59
FIGURE 3.09: PROPERTY OWNERS RESULTS.....	36	FIGURE 3.43: NE 6TH ST EXTENSION OPTIONS.....	60
FIGURE 3.10: EARLY CAC PLAN.....	37	FIGURE 3.44: 116TH AVE NE PROPOSED STREETSCAPE PLAN.....	61
FIGURE 3.12: EARLY POP PLAN.....	37	FIGURE 3.45: ERC CROSSING LOCATIONS.....	62
FIGURE 3.11: EARLY CAC MASSING.....	37	FIGURE 3.46: ERC WITH PROPOSED CROSSINGS.....	63
FIGURE 3.13: EARLY POP MASSING.....	37	FIGURE 3.47: GRAND CONNECTION LID PARK.....	66
FIGURE 3.14: EXISTING MASSING.....	39	FIGURE 3.48: CIVIC CENTER.....	67
FIGURE 3.15: EXISTING GENERAL ZONING.....	39	FIGURE 3.49: NEIGHBORHOOD GREEN.....	68
FIGURE 3.16: NO ACTION ALTERNATIVE MASSING.....	41	FIGURE 3.50: ERC LINEAR PARK.....	69
FIGURE 3.17: NO ACTION ALTERNATIVE PLAN VIEW.....	41	FIGURE 3.51: NATURAL NETWORK.....	70
FIGURE 3.18: ALTERNATIVE ONE MASSING.....	43	FIGURE 3.52: PARKS AND OPEN SPACE PROVOCATION DIAGRAM PREFERENCES.....	71
FIGURE 3.19: ALTERNATIVE ONE PLAN VIEW.....	43	FIGURE 4.01: PREFERRED ALTERNATIVE MASSING.....	75
FIGURE 3.20: ALTERNATIVE TWO MASSING.....	45	FIGURE 4.02: PREFERRED ALTERNATIVE PLAN.....	75
FIGURE 3.21: ALTERNATIVE TWO PLAN VIEW.....	45	FIGURE 4.03: NE 8TH ST AND 124TH AVE NE (WEST).....	78
FIGURE 3.22: NO ACTION ALTERNATIVE MASSING.....	47	FIGURE 4.04: ERC AND NE 12TH ST (SOUTH).....	78
FIGURE 3.23: ALTERNATIVE ONE MASSING.....	47	FIGURE 4.05: MAIN ST AND 116TH AVE NE (NORTHEAST).....	79
FIGURE 3.24: ALTERNATIVE TWO MASSING.....	47	FIGURE 4.06: NE 5TH ST AND 122ND AVE NE.....	79
FIGURE 3.25: NO ACTION ALTERNATIVE.....	48	FIGURE 4.07: PREFERRED DEVELOPMENT PLAN.....	81
FIGURE 3.26: ALTERNATIVE ONE.....	48	FIGURE 4.08: LIGHT RAIL STATION WALKSHED.....	82
FIGURE 3.27: ALTERNATIVE TWO.....	48	FIGURE 4.09: ILLUSTRATIVE NEW CONNECTION LOCATIONS.....	85
FIGURE 3.28: NO ACTION ALTERNATIVE.....	49	FIGURE 4.10: CONNECTIVITY COMPARISON.....	86
FIGURE 3.29: ALTERNATIVE ONE.....	49	FIGURE 4.11: UPDATED BLOCK SIZE COMPARISON.....	87
FIGURE 3.30: ALTERNATIVE TWO.....	49	FIGURE 4.12: 116TH AVE NE PREFERRED STREETSCAPE.....	88
FIGURE 3.31: NO ACTION ALTERNATIVE.....	50	FIGURE 4.13: NE 6TH ST EXTENSION PREFERRED OPTION.....	89
FIGURE 3.32: ALTERNATIVE ONE.....	50	FIGURE 4.14: GRAND CONNECTION CROSSINGS.....	96
FIGURE 3.33: ALTERNATIVE TWO.....	50	FIGURE 4.15: NEIGHBORHOOD BUFFER.....	107
FIGURE 3.34: NO ACTION ALTERNATIVE.....	51	FIGURE 4.16: ERC SECTION.....	107
FIGURE 3.35: ALTERNATIVE ONE.....	51		
FIGURE 3.36: ALTERNATIVE TWO.....	51		

COMMITTEE LETTER TO THE MAYOR

July 2, 2018

The Honorable Mayor John Chelminiak
Members of the Bellevue City Council
450 110th Avenue NE
Bellevue, WA 98804

RE: Citizen Advisory Committee Recommendation – Wilburton Commercial Area Land Use and Transportation Project

Dear Mayor Chelminiak and City Council Members:

It is with great pleasure that we, on behalf of the entire Wilburton Commercial Area Citizen Advisory Committee (“CAC”), present to the City Council the committee’s recommendation for the Wilburton Commercial Area Land Use & Transportation Project. Since January 2017, the CAC has examined this area in depth, developed and evaluated alternative courses of action, and produced a land use, urban design, and transportation vision that will guide development in the area through 2035. We believe this vision is the right fit for the area, and promotes a desirable but realistic evolution in land use and urban design supported by implementable transportation solutions, that will create a unique and welcoming urban neighborhood.

Our vision is that the Wilburton Commercial Area become Bellevue’s next urban mixed-use community that enhances livability, promotes healthy living, supports economic vitality, and serves the needs

of a diverse and growing population. As Bellevue’s cultural and innovative hub, it serves as a regional and international destination that connects people and fosters community by leveraging its existing assets to define a distinctive sense of place and character.

Throughout the remainder of this letter, we will outline foundational conclusions, provide key discussion points, and highlight recommendations for how to best proceed toward implementation in the Wilburton Commercial Area.

CONCLUSIONS

For more than a year, the Citizen Advisory Committee conducted a visioning process—guided by Council Principles—to explore future possibilities within the boundaries of the defined Study Area.

Throughout the process, we engaged a variety of stakeholder groups including property owners who formed a dedicated panel and the public through online surveys and open houses. Additional opportunities exist to engage a broader and more representative set of the community as the vision evolves into policy. We believe doing so is an important next step and provide specific recommendations in this letter.

During the course of our work, we came to recognize key opportunities and challenges both within and beyond the Study Area boundaries. The following are among our more significant observations and conclusions.

“The Wilburton Commercial Area has the opportunity to serve as a destination for a young professional, entrepreneur, artist, and multicultural population as well as the Wilburton Hill residential community.”

Demographics. The Wilburton Commercial Area has the potential to attract young professionals, entrepreneurs, artists, and a multicultural population as well as better serve the Wilburton Hill neighborhood. The demographics and community survey data, combined with planned multi-modal infrastructure, and anticipated regional growth suggest that these groups would most benefit from the development of the Wilburton Commercial Area. This is due in part to their preference for living in a dense

setting with a mix of residential dwellings as well as their interest in engaging in a range of day to night activities, complemented by a suite of unique urban assets and recreation opportunities. Currently, these populations are not sufficiently served in Bellevue. While the aforementioned populations are the primary target demographic, the low income and aging in place populations are implicitly a target given their priority for the city. We believe serving the primary and mandatory target populations are fully achievable within the commercial area.

Placemaking. The Wilburton Commercial area will provide a vibrant mixed use urban experience for the community as well as economic advantages. Current land use codes and zoning regulations do not allow for the future envisioned for the Wilburton Commercial Area. Property owners have noted the need for enough flexibility, height, and density to incentivize the redevelopment necessary to achieve the vision for the Wilburton Commercial Area. The CAC has studied how best to achieve appropriate height and density while ensuring that the Study Area has more pedestrian friendly neighborhoods. Consistent with Council Principles, the CAC prefers a height and density distribution that focused the greatest intensity at the heart of the Study Area and at the convergence of the Eastside Rail Corridor Trail, Grand Connection, and light rail. The intensity of urban development recedes moving toward the Wilburton Hill neighborhood and Bellevue Botanical Garden, respecting the surrounding context and creating a gentle transition. Nodes to the north and south of the Study Area respond to the surrounding context of the East Main Station and the Spring District.

Civic Space. The core of the commercial area is imagined to be a civic space—central to key amenities and natural features—where social and economic exchanges that build community occur. The character of this space should emerge from one of the Grand Connection alternatives. The Study Area offers the prospect of a network of smaller public spaces that promote engagement and an active lifestyle. The inherent natural features—changing topography, water and wetlands, open space, and views—add texture and depth to the revitalized neighborhood.

Transportation. By providing a multimodal transportation system, we prioritize people over cars—ensuring the area is walkable and well connected with generous pedestrian space on streets, activated alleys, and a network of walking and cycling paths. The Eastside Rail Corridor Trail will be active and green, serving as a regional non-motorized corridor with the opportunity for trail-oriented development. Four light rail stations will serve as the backbone for Bellevue and the region—moving people in and out of the Study Area. Well-designed streets will allow people to safely engage in public spaces and easily cross existing barriers.

Economic and market analysis. The Wilburton Commercial Area is within a major employment center, projected to capture significant office and housing demand. Major employers include healthcare providers, REI, and GIX and are expected to serve as long-term economic engines as well as provide community benefits. Local businesses and restaurants express distinctive ethnic cultures. Artists and creative energy blossom. The Study Area will provide strong support to Bellevue’s role as an innovation and technology center through enhanced place making.

Design. The CAC reviewed case studies of places that have faced similar challenges and opportunities to the Wilburton Commercial Area. In addition, we developed vision and policy design statements intended to guide the area as it becomes a destination with its own market niche. We envision: a neighborhood separated by major

“The commercial area offers a network of smaller public spaces that promote engagement and an active lifestyle. Its inherent natural features--changing topography, water and wetlands, open space, and views--add to the unique characteristics envisioned for the area.”

highways successfully reconnected via the Grand Connection; transit hubs that spur growth and redevelopment; trail-oriented development that helps to make trail crossings fun places in addition to serving a variety of traveling modes within a unique urban environment. The envisioned neighborhood is walkable with well-connected streets and alleyways. Buildings are designed at the human scale, inviting and welcoming. Community facilities contribute to the health, diversity, and equity of diverse population groups.

Rewarding flexibility via the Amenity Incentive System. The CAC discussed the Amenity Incentive System for the Wilburton Commercial Area—as a tool to encourage development consistent with the vision for the area. Urban amenities should be required for increased height and density.

Additionally, we desire a flexible Amenity Incentive System that ensures incentives align with market demands and amenities prioritized by a periodic assessment of alignment between completed development, permits, and remaining neighborhood needs to ultimately realize the vision for the commercial area.

DISCUSSION

Highlighted in this section are key discussion points from the visioning process. These points are opportunities for further review by other commissions and staff.

Which demographics to target.

Discussion on who the area should serve included determining how young professionals, bicycle commuters, and other anticipated users should be accommodated, as well as which types of affordable housing and related services (e.g., low income, workforce, transition, aging-in-place) should be provided in the Study Area. A public survey highlighted two unmet needs—workforce housing for young people and affordable housing for seniors aging in place. While all demographics are important to the Bellevue community, targeting specific demographics for the Study Area will result in better amenities and services that will ultimately benefit users of all backgrounds.

Density at transition areas. The CAC discussed how closely the height and density along the east and north perimeter should align with the height and density along the Downtown and Spring District perimeter. The CAC preferred a height and density that acknowledged the Wilburton Commercial Area as uniquely different while respecting the surrounding context, such as the Spring District and Wilburton Hill Neighborhood.

Multi-modal transportation on

116th. The CAC agreed that improved facilities for people walking and biking were necessary and envisioned a grand boulevard for 116th to help serve this need. The CAC discussed the extent to which facilities should be dedicated to people walking and biking in the context of available right-of-way intended to serve all modes of travel. The CAC discussed a generous shared pedestrian and bicycle area behind the curb, which provides a buffer between cyclists and cars. The rest of the right-of-way would still serve cars with two vehicular lanes in each direction and either a landscaped median or turn lane.

Eastside Rail Corridor Trail crossing.

Providing a recommendation as to whether NE 8th and NE 4th streets should have above grade or at grade crossings was essential to the vision. The segment of Eastside Rail Corridor between NE 8th Street and NE 4th Street is envisioned to be an urban trail which spurs trail oriented development and makes this segment a destination for trail users and the general public alike. Trail crossings at NE 8th Street and NE 4th Street have similar conflicts between pedestrian crossing and vehicular flow, the conflicts at the NE 8th St crossing are more pronounced. The CAC has a strong interest in activating land use around those two trail crossings while some members have shown concern for vehicular congestion along NE 4th Street and NE 8th Street. We realize the benefits of at-grade crossings because they are conducive to trail-oriented development and placemaking around those two intersections. At the same time, the CAC recognizes that at-grade crossings would result in more delay for motorists along NE 8th Street and NE 4th Street and for trail users traveling north/south. Another factor to consider is the cost of bridges which are much

more expensive than the traffic signals required for at-grade crossings. The Committee determined that the current proposed concept a bridge structure with extended ramps does not support the urban vision for this neighborhood.

NE 6th St Extension. The City's previous study envisioned the extension of NE 6th St to 120th Avenue NE. The Committee discussed a different option, which is to extend NE 6th to 116th Avenue NE only. The benefits of extension to 116th Avenue NE include improving transit connections between Downtown and the area east of I-405 and moderating vehicular speed on 116th Avenue NE. This option also eliminates major drawbacks related to the 120th St option. First, an elevated crossing of the street over 116th Avenue NE is needed in order for the extension to reach 120th Avenue NE. Second, it is expected to attract a fair amount of by-pass traffic going through the Wilburton Commercial Area. The Committee unanimously agreed that the Wilburton Commercial Area should serve as a destination, and not a pass through neighborhood.

DESIRED OUTCOMES

Target Population. We recommend the Wilburton Commercial Area serve young professionals, entrepreneurs, artists, and multicultural population groups, as well as the Wilburton Hill residential community.

Equity and Inclusion. We recommend building diversity by prioritizing cultural activities and venues that bring various communities of difference together around shared values and interests. Festival streets (streets that provide a sense of community via pedestrian-focused events when closed to traffic) are an example of an approach discussed by the CAC.

We recommend ensuring the Wilburton Commercial Area's land uses and evolving character are welcoming to, and attract, the target population groups so that they may enjoy multicultural amenities and services throughout the day and evening, have good transportation options to get to, from, and around this area, and build a sense of belonging through interactions with each other.

Community Engagement. We recommend continuing to engage with the community about key vision elements (e.g., density, potential uses, character, etc.) through a variety of approaches that allow various populations to contribute feedback early in the process. Engage the community with tactical urbanism and pilot projects that will continuously test and measure the implementation against the vision and changing community needs. Encourage stakeholders to engage the community through their development and entitlement process and to create projects that are supportive of community interests and needs.

Character and Land Use. We recommend that City Council adopt design principles that align with the vision for the Wilburton Commercial Area and engender a people-oriented place optimized for community building. The design principles and guidelines will be essential to creating a unique aesthetic and urban experience for the Wilburton Commercial Area

Parks and Open Space. We recommend prioritizing parks and open space development in the following order: the ERC spine, a large civic space for community gathering, smaller public spaces for easier access to open spaces throughout the area (possibly incentivized during development), enhanced natural systems.

- › **Urban Design and Massing (Core).** We recommend greater density in the core of the Study Area that requires provision of amenities to help realize the Study Area vision while respecting its relationship to Downtown and surrounding neighborhoods.
- › **Urban Design and Massing (East).** We recommend reducing height and density that respects the neighborhood east of this transition area and the Eastside Rail Corridor experience west of this transition area.
- › **Urban Design and Massing (South).** We recommend a lower height and density that acknowledges its proximity to the neighborhood, but also its proximity to the future East Main station and related development.
- › **Urban Design and Massing (North).** We recommend a mid height and density that takes advantage of its proximity to the light rail station and the Spring District, but doesn't adversely impact the experience at Lake Bellevue and decreases to low height and density as it approaches the community to the east.

Transportation Strategies. We recommend that the following strategies be implemented to achieve the Study Area vision.

NE 6th St. We recommend extending NE 6th to 116th Avenue NE for improved multimodal connectivity between Downtown and the Wilburton Commercial Area, minimizing disruption to the ERC and discouraging pass-through traffic.

116th Ave NE Composition. We recommend that 116th Avenue NE be designed as a Grand Boulevard

for multimodal access with an emphasis on comfortable and safe walking and biking facilities.

Multi-modal Improvements. We recommend a dense street grid with short block lengths composed of new local streets, alleys, and pedestrian/cyclist paths that will be activated by new development, provide access to commercial uses and services, establish neighborhood identity and character, and create a "special niche" that is different from Downtown Bellevue.

Eastside Rail Corridor Trail at NE 8th St. We recommend an at-grade crossing of the Eastside Rail Corridor Trail at NE 8th Street to enable pedestrians to safely cross where it is natural and convenient while preserving trail-oriented development opportunities.

Eastside Rail Corridor Trail at NE 4th St. We recommend an at-grade crossing of the Eastside Rail Corridor Trail at NE 4th Street to enable pedestrians to safely cross where is natural and convenient while preserving trail-oriented development opportunities.

Level of Service. We recommend changing the vehicle level-of-service standards for the Wilburton Commercial Area from a suburban area LOS to an urban area LOS that takes into account the competing needs of different modes, as is used in Downtown Bellevue and BelRed.

Amenity Incentive System. We recommend providing an amenity incentive system to promote development that provides the most benefit to the community and helps to realize of the neighborhood vision in the Wilburton Commercial Area.

CLOSING

The CAC members appreciate the opportunity to have worked on the Wilburton Commercial Area project and are honored to have been selected for Committee participation. We take seriously the trust you placed in us when you handed us this important assignment. We also greatly appreciate the project principles developed by Council at the project outset, as they were instrumental in guiding our efforts and helping us

stay true to our mission. Finally, we want to thank Mayor Chelminiak for serving in the role of Council liaison to our committee, and for his helpful insights offered in that capacity.

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

Sincerely,

Lei Wu

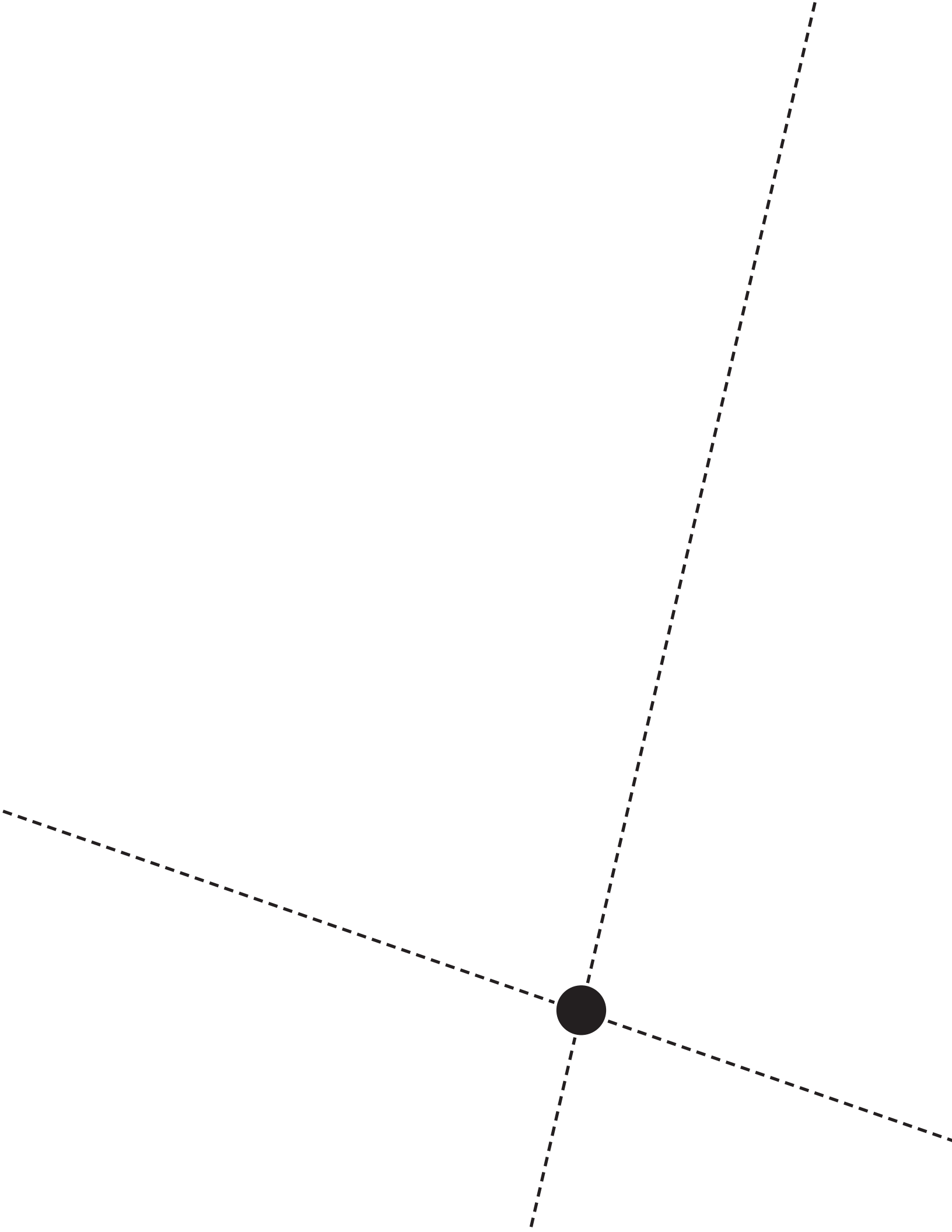
Citizen Advisory Committee Co-chair
Member, Bellevue Transportation Commission

Jeremy Barksdale

Citizen Advisory Committee Co-chair
Member, Bellevue Planning Commission



CAC MEMBERS DISCUSS BUILDING HEIGHTS



EXECUTIVE SUMMARY

In October of 2016 the Bellevue City Council appointed a 15-member Citizen Advisory Committee to provide guidance to city staff in developing the vision for the Wilburton Commercial Area Land Use & Transportation project. The CAC, composed of members of City boards and commissions, nearby residents, and stakeholders was tasked with developing and evaluating concepts related to land use, transportation, and urban design for the Wilburton Commercial Area. This work was guided by 12 Council Principles, adopted in December of 2015.

The Committee meetings commenced in January of 2017 and concluded in April of 2018. Meetings were held monthly with the exception of August of 2017 and January of 2018, and were complimented by online surveys and open houses, stakeholder interviews, workshops with stakeholders, and presentations to key interest groups including civic organizations and nearby residents. The CAC articulated a preferred alternative that establishes a framework for a vibrant urban neighborhood that promotes multi-modal transportation options, capitalizes on the investment in light rail, increases opportunities for housing and workspace options, and creates a defining urban environment with the Eastside Rail Corridor Trail. The preferred and refined alternative is captured in Chapter Four of this report.

KEY PLAN ELEMENTS

The preferred alternative establishes a land use and transportation vision that capitalizes on the unique and transformational infrastructure improvements that are occurring in and around the Study Area. The vision also includes design and affordable housing principles, aimed at creating a distinct and authentic neighborhood, while advancing opportunities to create additional housing options for the city. The most important land use, transportation, and urban design concepts are summarized below.

LAND USE

The preferred alternative is projected to accommodate the following new development growth (in square feet) within the 2035 planning horizon:

- › Residential: ~~8.15M~~ 4.6M
- › Office/Medical: ~~6.15M~~ 6.25M
- › Retail: ~~810K~~ 720K
- › Hotel: ~~1.15M~~ 975K
- › Total: 12.6M

These numbers have been updated to reflect a more accurate estimate of net new development by 2035.

This growth would be made possible by changes to land use regulations and by creating measures to incentivize redevelopment that contributes to the Study Area's economic vitality and desired public amenities. Without changes to codes and policies, future growth would be similar to the current large-format, suburban retail, and auto dealership environment.

The addition of East Link light rail, with one stop within the Study Area and three more within a 10-minute

walkshed, will support the transformation of the Study Area into an urban walkable environment. Multi-modal connections will improve with the Eastside Rail Corridor Trail and the eventual Interstate 405 crossing, as part of the Grand Connection companion planning effort. The confluence of many transportation options at the heart of the Study Area increases equitable mobility for everyone. The center of the Study Area is envisioned as having the tallest buildings (up to 250' in most places, with a smaller core potentially exceeding 300') and the highest floor area ratios (FAR), mostly within the range of 4.0 to 6.0. This development intensity is supported by large and small infrastructure improvements, and creates a transit-oriented district in line with the vision of the Wilburton Commercial Area as a destination and no longer a pass-through neighborhood.

Beyond the central portion of the Study Area, building heights would range between 55 and 160 feet in response to both topography, and the less intense surrounding context of the Wilburton Hill Neighborhood and the Bellevue Botanical Garden. Transition areas would include setbacks and buffers to soften the edges of the Study Area from a more urban environment.

KEY PLAN ELEMENTS

The preferred alternative establishes a land use and transportation vision that capitalizes on the unique and transformational infrastructure improvements that are occurring in and around the Study Area. The vision also includes design and affordable housing principles, aimed at creating a distinct and authentic neighborhood, while advancing opportunities to create additional housing options for the city. The most important land use, transportation, and urban design concepts are summarized below.

LAND USE

The preferred alternative is projected to accommodate the following new development (in square feet) within the 2035 planning horizon:

- ▶ Residential: 4.6M
- ▶ Office/Medical: 6.25M
- ▶ Retail: 720K
- ▶ Hotel: 975K
- ▶ Total: 12.6M

This growth would be made possible by changes to land use regulations and by creating measures to incentivize redevelopment that contributes to the Study Area's economic vitality and desired public amenities. Without changes to codes and policies, future growth would be similar to the

current large-format, suburban retail, and auto dealership environment.

The addition of East Link light rail, with one stop within the Study Area and three more within a 10-minute walkshed, will support the transformation of the Study Area into an urban walkable environment. Multi-modal connections will improve with the Eastside Rail Corridor Trail and the eventual Interstate 405 crossing, as part of the Grand Connection companion planning effort. The confluence of many transportation options at the heart of the Study Area increases equitable mobility for everyone. The center of the Study Area is envisioned as having the tallest buildings (up to 250' in most places, with a smaller core potentially exceeding 300') and the highest floor area ratios (FAR), mostly within the range of 4.0 to 6.0. This development intensity is supported by large and small infrastructure improvements, and creates a transit-oriented district in line with the vision of the Wilburton Commercial Area as a destination and no longer a pass-through neighborhood.

Beyond the central portion of the Study Area, building heights would range between 55 and 160 feet in response to both topography, and the less intense surrounding context of the Wilburton Hill Neighborhood and the Bellevue Botanical Garden. Transition areas would include stepbacks and buffers to soften the edges of the Study Area from a more urban environment.

TRANSPORTATION

With light rail access being introduced to the Study Area, and substantial investment in non-motorized connectivity, the vision of the Wilburton Commercial Area is of a multi-modal hub. This would include substantial improvements to the environment for people walking and biking, and improved connectivity to transit. To enhance these connections the CAC identified opportunities to introduce a network of new streets and facilities that would improve access to the Eastside Rail Corridor Trail and create a more permeable neighborhood.

It was also identified that the vehicle Level of Service standard for the Wilburton Commercial Area should be modified to be consistent with that of Downtown and BelRed. The preferred alternative imagines the Study Area as a thriving urban destination, and no longer appropriate to serve primarily as a pass-thru for automobiles. As such, it was determined that expectations for travel speeds and intersections should be consistent with other urban neighborhoods in Bellevue, particularly those in the immediate context.

As part of this vision, the addition of new streets and multi-modal connections would be supported by the transformation of 116th Avenue into a grand boulevard, serving as a signature street for the Wilburton

Commercial Area. In addition to better supporting multi-modal transportation, a reimagined 116th Avenue will enhance the aesthetic qualities of the Study Area, consistent with other newer streets such as 120th Avenue NE. Connectivity will be critical to the vision, with both new and redesigned streets, the Eastside Rail Corridor Trail, and Grand Connection creating a rich multi-modal experience.

CHARACTER

Creating a distinct character for the Wilburton Commercial Area was identified as one of the Council Principles of the project. As such, a series of rigorous exercises were conducted to better understand the intended aesthetic qualities of buildings, streets, and parks and open space in order to create a new identity, one that is not duplicative of other neighborhoods. Buildings are expected to strongly relate to the street-level environment with human-scaled facades, modulation, and materiality that expresses nuance and texture. This is supported with new, intimate alleys and pedestrian focused streets that are intended to be used as social gathering spaces, and to complement the Eastside Rail Corridor Trail. As a pedestrian destination, this will create a warm and inviting neighborhood with a character that is defined by the Study Area's texture and intimate places for people.

These spaces and future developments should focus on creating a welcoming environment for Bellevue's diverse population, while also meeting the needs of all communities. While the Committee saw an opportunity to create a thriving and active urban neighborhood for younger professionals, the Committee also identified a strong need to address the needs of low income and aging in place communities. These are addressed through the Committee's recommendations for affordable housing, as well as creating culturally relevant public spaces.

The addition of new streets will also reduce block size, resulting in variation of building scale and massing, such as slender towers and increased distance between buildings. This will create a dynamic composition of buildings, while also introducing opportunities for visual interest at the street level. Additional design principles aimed at reducing mass and improving relationship to the sidewalk include establishing maximum podium heights in relationship to streets and the Eastside Rail Corridor Trail, nuanced tower stepbacks that relate to street conditions and environment, façade modulation, and trail-oriented development standards.

The vision for the Study Area also includes a rich network of public spaces. The companion planning effort of the Grand Connection creates an

opportunity to provide a large civic gathering space for the Wilburton Commercial Area adjacent to, or within its boundaries. Natural assets, including the wetland at Main Street and 116th Avenue NE and Sturtevant Creek, offer opportunities to improve natural systems as amenities to the Study Area and to improve overall environmental performance. The Eastside Rail Corridor Trail is expected to be a defining feature of the Study Area. As the most urban segment of the trail, stretching from Woodinville to Renton, it is anticipated that it will provide a recreational and social gathering space opportunity, while being framed with active uses. Complementing this system of open spaces and recreational opportunities would be a network of public plazas and open spaces that could be developed as part of an amenity system. The combination of unique assets and the increase in overall intensity of the Study Area represents a significant opportunity to prioritize placemaking while introducing the concept of trail-oriented development.

IMPLEMENTATION

The vision developed by the Citizen Advisory Committee is the first of many steps in the transformation of the Wilburton Commercial Area. This report recommends several implementation strategies to realize the vision, while continuing to engage the public and stakeholders.

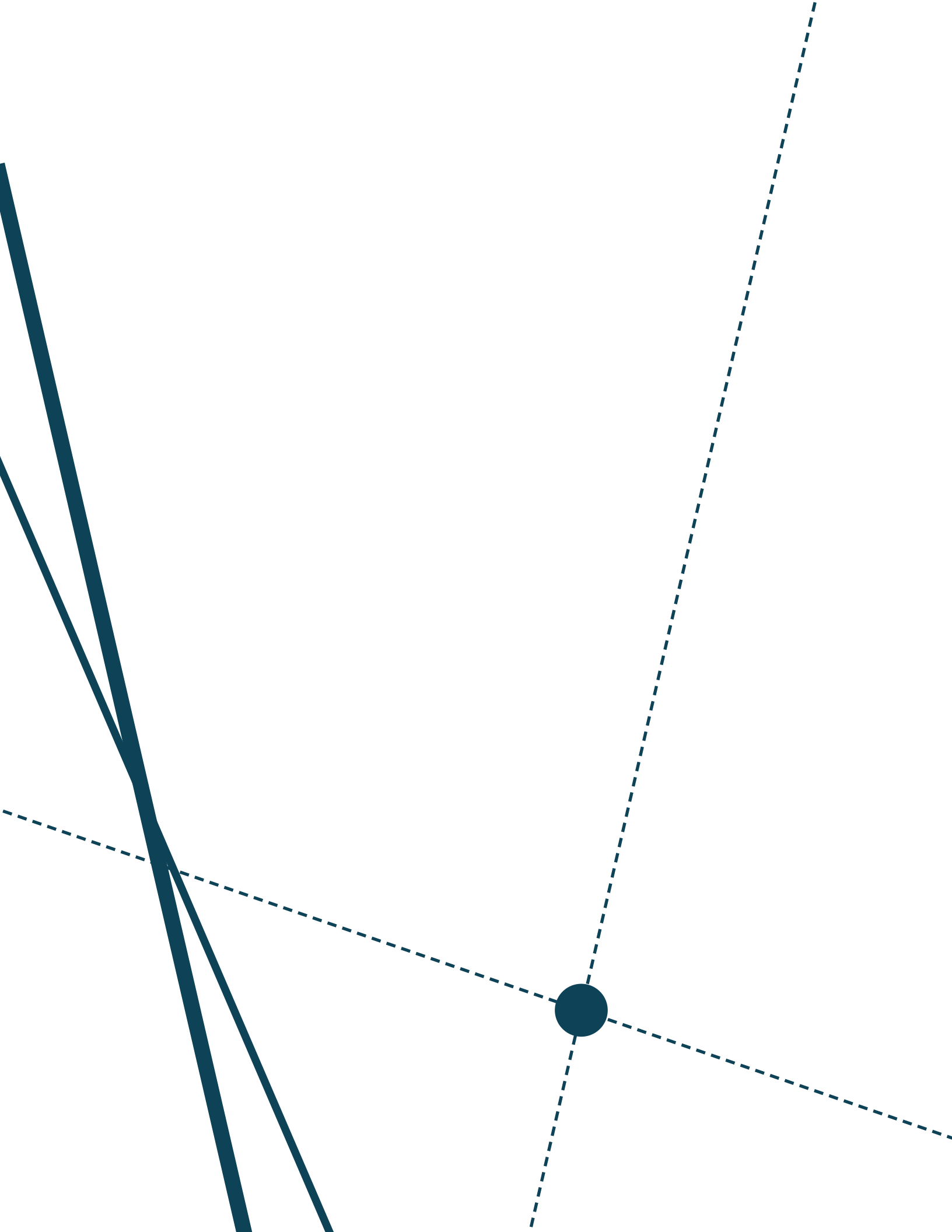
Highlighted implementation strategies include:

- ▶ Amendments to the City’s development policies and regulations including the Comprehensive Plan, Land Use Code, and Zoning Map. In order to capture the opportunity of East Link light rail, it is recommended that these changes be made concurrently.
- ▶ Increased development in the Study Area will be achieved primarily through zoning amendments that provide the intended development potential. This increase in development potential should be balanced with and contingent upon the provision of open space and other public amenities and benefits that are critical to creating the distinct urban environment that has been envisioned. These amenities should be pursued through a floor-area ratio incentive system that also encourages flexibility and should be updated to reflect desired outcomes and relevant neighborhood need.
- ▶ The Committee studied ranges for building heights and floor area ratios. These ranges represent guidelines, and additional work, including economic analysis should be executed prior to code development. This additional work will ensure that the vision of the

preferred alternative will balance the aspirational goals as well as be rooted in pragmatic market realities.

- ▶ Land Use Code amendments should direct the most intense development along 116th Avenue NE and near the Wilburton light rail station.
- ▶ Amendments to the Traffic Standards Code to reflect the intended change to the vehicle level-of-service standard.
- ▶ Design guidelines should be developed to ensure a high quality built environment that creates an authentic and identifiable character to the Wilburton Commercial Area. The guidelines should include private development, streetscapes, and public open space to fulfill the vision established for the Study Area.

These actions will help ensure that the Wilburton Commercial Area will transform into a thriving, urban neighborhood that is distinct and capitalizes on the extraordinary opportunities that will help define it.

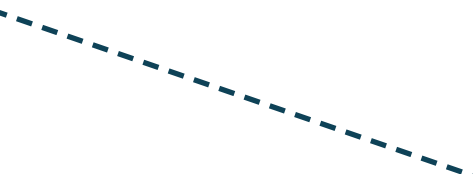


01 INTRODUCTION

Positioned between Bellevue’s two high growth urban areas of Downtown and BelRed, the Wilburton Commercial Area is seen as a “special-opportunity” area for the City of Bellevue. Downtown serves as the central urban area of the Eastside. BelRed, in response to the extension of East Link light rail, has begun a transformation to an urban environment. Envisioned as a transit-oriented development, the Spring District—located directly north of the Wilburton Commercial Area—has emerged as a growing employment center. Directly to the east of the Study Area is the single-family neighborhood of Wilburton Hill. This includes Wilburton Hill Park, the Botanical Garden, and a new elementary school that will be located southeast of the Study Area.

A number of planned infrastructure improvements discussed in this chapter will greatly improve connections to the region as well as to Downtown, such as the Grand Connection and Eastside Rail Corridor Trail. The combination of location and planned improvements set the Wilburton Commercial Area up to become Bellevue’s next great urban neighborhood.

The following section provides an overview of relevant past and concurrent plans and studies, the public engagement process for this study and some key priorities both derived from public engagement and from the Bellevue City Council.



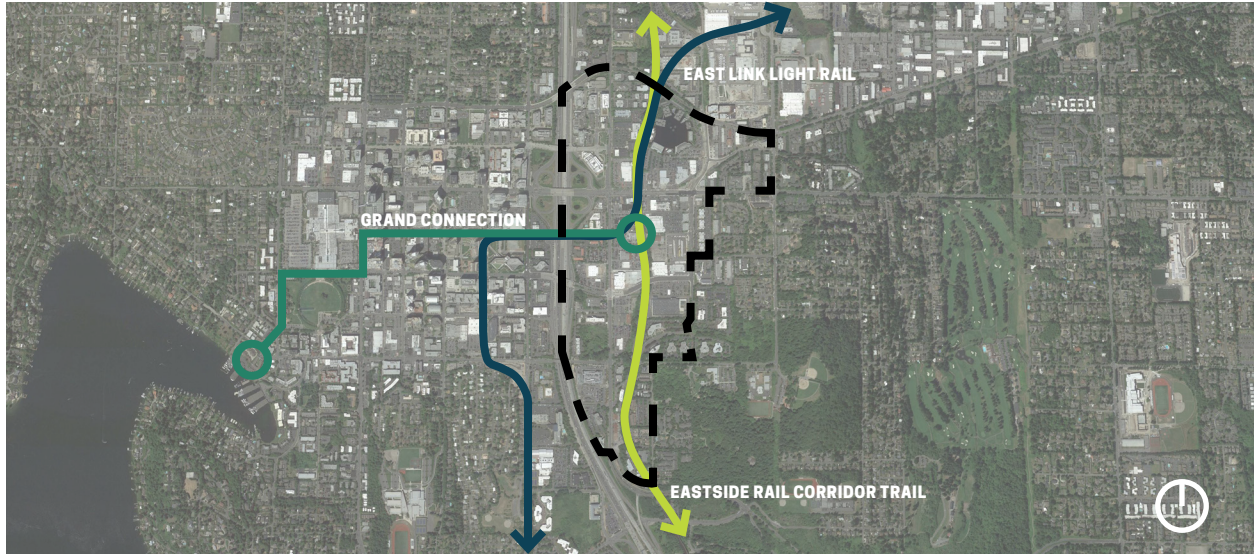


FIGURE 1.1: STUDY AREA BOUNDARY AND PLANNED INFRASTRUCTURE IMPROVEMENTS

The Wilburton Commercial Area boundary is shown in the black dashed line. The teal line shows the anticipated route of the Grand Connection, the blue shows the East Link light rail line, and the green shows the Eastside Rail Corridor Trail alignment.



FIGURE 1.2: GRAND CONNECTION CROSSING OPTION

Rendering of one of three Grand Connection Interstate 405 crossing options.



FIGURE 1.3: WILBURTON STATION

Wilburton Eastlink light rail station rendering.



FIGURE 1.4 ERC ALIGNMENT

Eastside Rail Corridor Trail alignment from Woodinville to Renton.

GRAND CONNECTION

The Grand Connection is a companion, city-led planning effort to the Wilburton Commercial Area Study. The effort establishes a vision for multi-modal improvements and connectivity, beginning at Meydenbauer Bay Park, through Downtown, and terminating in the Wilburton Commercial Area at the Eastside Rail Corridor Trail. The Grand Connection seeks to enhance opportunities for connectivity, mobility, and placemaking through urban design, improvements to public space, programming, and the development of a crossing over Interstate 405. The proposed crossing will reconnect the urban fabric of Downtown and the Wilburton Commercial Area, while presenting opportunities for new public space. The alternatives for the crossing range in complexity and scale, as well as impacts to the Wilburton Commercial Area. All alternatives seek to connect to the Eastside Rail Corridor Trail and 116th Avenue NE, while serving as a catalyst for a vision of the Wilburton Commercial Area as a destination and urban, connected neighborhood. The CAC was not tasked with selecting a preferred Interstate 405 crossing alternative, but considered potential impacts to the vision, such as mobility and public place.

EAST LINK LIGHT RAIL

Beginning in 2023, the Study Area will be home to the Wilburton light rail station, providing direct, high capacity transit access to Seattle and Redmond.

The station will be located north of NE 8th Street at the intersection of the Eastside Rail Corridor Trail. The Wilburton Station will create opportunities for transit-oriented development and regional access. Three additional light rail stations; East Main, Downtown, and Spring District/120th will ensure that nearly all of the Wilburton Commercial Area will be within a half-mile walk of a transit station.

EASTSIDE RAIL CORRIDOR TRAIL

The former BNSF rail line bisects the Wilburton Commercial Area from north to south. The rail line is currently being planned, by King County, as a regional recreational trail that will connect to Woodinville in the north and Renton in the south. The segment through the Wilburton Commercial Area will likely be the most urban segment of the route and is expected to be a defining feature of the Study Area. The corridor also marks a significant change in elevation within the Study Area and forms a linear ridge that parallels 116th Avenue. This ridge, similar to the Wilburton Hill neighborhood to the east, will afford viewsheds to Downtown Bellevue and other features. Ultimately the Eastside Rail Corridor Trail will connect to Lake Bellevue and the Wilburton East Link light rail station. When completed, the Eastside Rail Corridor Trail will accommodate active multi-modal users, and may also accommodate transit services in the future.

CONNECTION TO PRIOR PLANS

The Wilburton Commercial Area has been the subject of numerous studies and adopted plans that provide context to the future of the Wilburton Commercial Area. A summary of the relevant studies is provided.

WILBURTON / NE 8TH ST SUBAREA PLAN

The Wilburton / NE 8th Street Subarea Plan, part of the City of Bellevue Comprehensive Plan, encompasses an area that extends beyond the immediate Wilburton Commercial Area and includes the I-405, 116th Avenue NE and NE 8th Street corridors and multi-family and single-family residential uses in the area. Protecting residential neighborhoods from increased commercial development and traffic, enhancing existing retail areas, and establishing clear boundaries between differing land uses are the Subareas primary goals.

- ▶ Separate residential, recreational, and open spaces from commercial areas and protect open spaces.
- ▶ Improve pedestrian accessibility and attractiveness of commercial areas.
- ▶ Support the provision of commercial services that compliment Downtown, such as large retail and auto sales; that provide mixed-use opportunities; and that provide convenient shopping for the adjacent neighborhoods.

The results of the current vision would amend the policies of the Wilburton/NE 8th Street Subarea Plan as they relate to the Study Area.

116TH AVENUE NE STREETScape PLAN

The streetscape plan envisions a compact, pedestrian-oriented district that humanizes the scale of the urban fabric and encourages accessible circulation within and between developments. The corridor would be designed to accommodate active multi-modal transportation options, encouraging new development that complements—but does not compete with—Downtown Bellevue, the Spring District, and BelRed.

The streetscape plan acknowledges that the current design and scale of development along 116th Avenue NE is auto-oriented, with large parking lots or dealer display lots facing the street and building setbacks well beyond the sidewalk. The size and configuration of parcels lend themselves to be developed in an auto-oriented manner with poor pedestrian connectivity unless an internal system of streets and pedestrian walkways and open spaces are introduced to help break up the large parcels and create a more compact urban form of development.

The existing plan improves conditions for people walking with widened sidewalks and significantly improved vegetation. Bike lanes and on-street parking would also be included as part of the plan.



FIGURE 1.5: SPRING DISTRICT

Rendering of the Spring District looking west towards Downtown Bellevue.

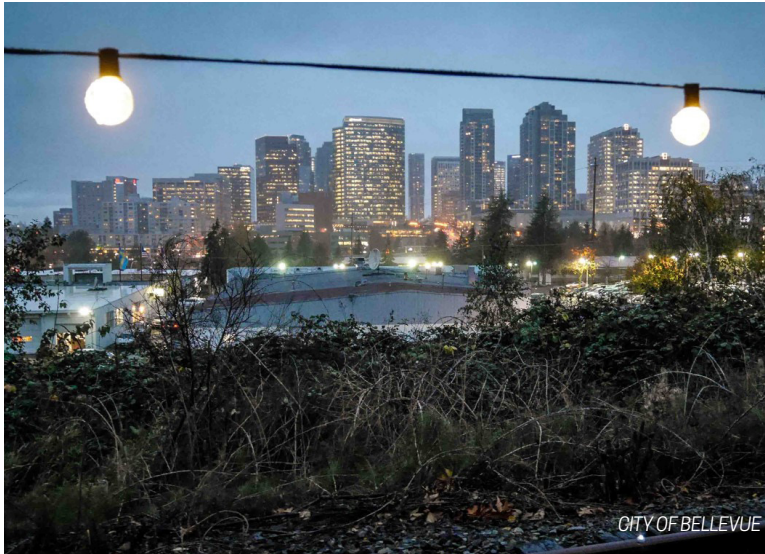
BELRED SUBAREA PLAN

The BelRed Subarea Plan provides for the transformation of a 900-acre area of small commercial buildings and warehouses into mixed use, transit-oriented neighborhoods, while restoring ecological functions, and creating thousands of new jobs and housing units. Higher density and compact development will be the focus of new livable communities, organized around transit stations and connected by a high capacity transit line that spans the corridor.

Well within the region's urban growth boundary and strategically located between Downtown Bellevue and Microsoft Headquarters, BelRed is poised to become a model for sustainable planning that incorporates more efficient use of urban land, large scale transit-oriented development, climate action, and economic vitality. It represents a tremendous opportunity for local, regional and state collaboration in achieving growth management and economic development goals.

By 2030 the BelRed area is expected to generate:

- › 10,000 new jobs and 5,000 new housing units in a transit-oriented development form
- › Renewal of brownfield infill location that had been in decline
- › Two new transit-oriented centers and one of the largest mixed use development opportunities in the state (Spring District)
- › Restored streams and ecological functions
- › New parks, trails, bike paths, and amenities that help transform the area to create dynamic and livable neighborhoods and better connect the area to the rest of the city
- › Significant new economic development opportunities for the Puget Sound Region and Washington State. Portions of the Wilburton Commercial Area north of NE 8th Street were included in the original BelRed Subarea Plan.



VIEW OF DOWNTOWN BELLEVUE FROM ERC

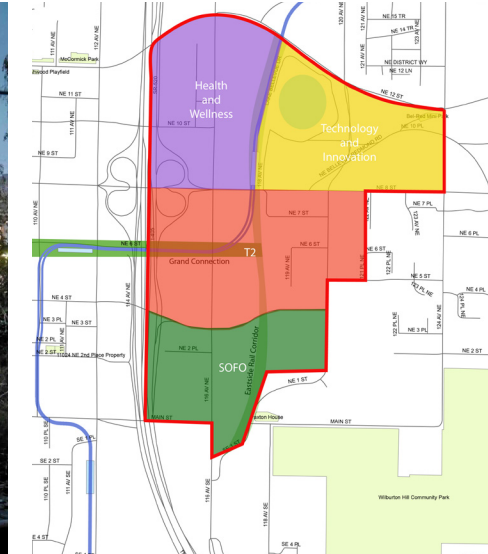


FIGURE 1.6 ULI FRAMEWORK CONCEPT
 The ULI report suggested breaking the Study Area into the four subareas shown.

URBAN LAND INSTITUTE (ULI) ADVISORY SERVICES PANEL REPORT

In 2016, a ULI Advisory Panel convened to assess the Wilburton Commercial Area and to provide recommendations on how the area may develop over time. The ULI panel served as a kick-off to the Wilburton Commercial Area planning process. Based on input from key stakeholders and on-site research, the panel provided input in several areas, including;

- ▶ Housing and Commercial Affordability
- ▶ Diversity and Culture
- ▶ Complete Community
- ▶ Completing Existing Catalytic Growth Drivers
- ▶ Infrastructure

The panel identified that there was no silver bullet that would create the success for the Wilburton Commercial Area, but by building upon existing assets and transportation opportunities a strong economic development engine could be created. The panel identified an opportunity to create four distinct districts to

assist in managing the development of a framework for the Study Area. District opportunities were identified as health and wellness, technology incubator, a consolidated and vertical orientation for the existing auto retailers, and a central district focused on the character and identity of transit and trail oriented development. The latter was emphasized with the importance of developing a distinct character and vibrant atmosphere around these key transportation improvements.

The panel also considered a number of elements related to policy, such as enhancing the city’s role as entrepreneur to support innovative and new companies. It also recommended greater engagement with key institutions in the area such as medical and educational to create supportive economic clusters and to promote a diverse economy within the Study Area and the city as a whole.

Full ULI Report can be found at: https://planning.bellevuewa.gov/userfiles/server/4779004/file/pdf/pcd/bellevuewa_panelreport_wed.pdf

BROAD STRATEGY/ GENERAL GOALS

The Wilburton Commercial Area Plan was conceived as part of the Wilburton-Grand Connection planning initiative. Its focus is on land use, transportation and urban design issues related to the Wilburton Commercial Area. Influenced by a number of existing and proposed infrastructure improvements such as the East Link light rail, Eastside Rail Corridor Trail and the proposed Grand Connection, the area is positioned to be Bellevue's next new urban neighborhood.

The Plan establishes a vision and methodology to define the urban neighborhood development potential while meeting a number of established

City objectives, in particular, to promote a stronger identity and urban design image for the Wilburton Commercial Area.

Validation of both a strategic vision and long-range development plan precedes the implementation of the East Link light rail and Eastside Rail Corridor Trail and associated improvements for the Grand Connection and public improvements in the Study Area. Future growth impacts of surrounding areas, such as the Downtown, BelRed and the Wilburton Hill neighborhoods were key considerations.

GUIDING PRINCIPLES

The Bellevue City Council established principles for the Wilburton-Grand Connection planning initiative to assist in providing consistent direction over the course of the project. These principles are:

1. **Grand Vision.** Ensure that the vision for the Wilburton project area is extraordinary and fully capitalizes on the special opportunities created by the area's outstanding location and access.
2. **Special Niche.** Create alternatives and explore innovations that will provide Wilburton an economic niche that complements and adds to the vitality of Bellevue and the Eastside.
3. **Grand Connection.** Ensure that the vision for the Grand Connection encompasses the entire corridor from the Meydenbauer Bay waterfront to the Eastside Rail Corridor Trail, and that it positions the corridor to serve as both a memorable and transformative public space as well as means of non-motorized transportation.
4. **Neighborhood Identity.** Develop placemaking and urban design strategies that create a strong and unique neighborhood identity for Wilburton.
5. **Emerging Opportunities.** Address changes and opportunities that have emerged since the last major update of the land use plan for Wilburton.
6. **Integrated Station Area Planning.** Integrate station area planning for the Wilburton/Hospital light rail station with the balance of the Wilburton Plan, while utilizing this station as an opportunity to establish connectivity between the two areas bisected by NE 8th Street.
7. **Community Benefit.** Create community benefit and value for the surrounding neighborhoods of Downtown, BelRed, and the greater subarea of Wilburton. Benefit and value should be derived from connectivity, access to services, and improved urban amenities that serve all residents and businesses.
8. **Affordable Housing Opportunities.** Consider opportunities for land use changes in the area to provide for affordable housing.
9. **Impact Mitigation.** Ensure sensitivity to potential adverse impacts of change on nearby residential neighborhoods, and provide for a graceful transition between new development and established neighborhoods.
10. **Economic Vitality.** Enhance economic vitality and advance the goals of the City's Economic Development action plan.
11. **Timing.** Explore means by which key elements of the vision can be in place by the 2023 initiation of light rail service. This includes pedestrian connectivity across I-405 and NE 8th Street, as well as catalyst land use elements.
12. **Public Engagement.** Utilize effective public engagement strategies to involve diverse stakeholders in conversation about the project.



VIEW WEST FROM THE ERC

WILBURTON FRAMEWORK STRATEGIC VISION

The Wilburton Framework strategic vision and development plan is informed by the following development principles and affiliated objectives:



COMPETITIVE

Create opportunities for innovation, education, and economic growth and add a net gain of jobs in the region.

- › Diversity of Businesses
- › Leverage City assets to establish trajectory and character for the Study Area
- › Consider interim uses for existing buildings, including maker spaces or small business



ACCESSIBLE

Enhance the public realm to create vibrant community spaces to enrich the quality of life for all residents and visitors to Bellevue and the Wilburton neighborhood.

- › Improve connectivity with new multi-modal streets
- › Improve connections to the Eastside Rail Corridor Trail and Grand Connection
- › Create social spaces in the public realm to bring people together
- › Leverage the Wilburton East Link light rail station



CONNECTED

Leverage regional assets to strengthen multi-modal transportation connections and improve accessibility to and through the area.

- › Improve access to multi-modal transit
- › Connect bicycle and pedestrian systems
- › Establish 116th St as a grand boulevard focal point in the district
- › A granular network of local streets, alleys, and pedestrian focused connections



HEALTHY

Develop the new neighborhood to reflect environmentally friendly practices, opportunities for resource sharing, high quality sustainable development, and social responsibility.

- › Explore opportunity for district-scaled systems for water, waste & energy
- › Innovative and efficient land use to maximize utilization of shared resources
- › 21st century infrastructure to support sustainable living & work places
- › Reimagine Sturtevant Creek and the wetland as public infrastructure amenities



ACCOUNTABLE

Create an implementable strategy that attracts private investment and delivers appropriate and equitable public benefit.

- › Provide affordable housing to create a mixed income community
- › Create places and amenities that represent the city's diversity
- › Identify the most appropriate public & private financing tools
- › Target different strategies for different public & private improvements
- › Employ a phased approach with incremental growth leading to a long-term vision

COMMUNITY ENGAGEMENT

Due to the Study Area size, scale, and proximity to Downtown Bellevue, the Spring District, and the Wilburton Hill Neighborhood, as well as the extent of planned major transportation improvements in the Wilburton Commercial Area, the City of Bellevue employed an extensive community engagement strategy.

“...the proactive approach to growth and polling is to be applauded. From our view the city should encourage aggressive growth across the interstate and make every effort to integrate ... east and west Bellevue.”
– Wilburton Hill Resident

With the assistance of neighborhood residents, staff distributed fliers to several hundred residents to inform them of progress of the planning process and the emerging vision. Staff also attended the Wilburton Hill Neighborhood annual picnic to answer questions and accept

comments from residents on what they wanted to see from the Wilburton Commercial Area vision.

CITIZEN ADVISORY COMMITTEE

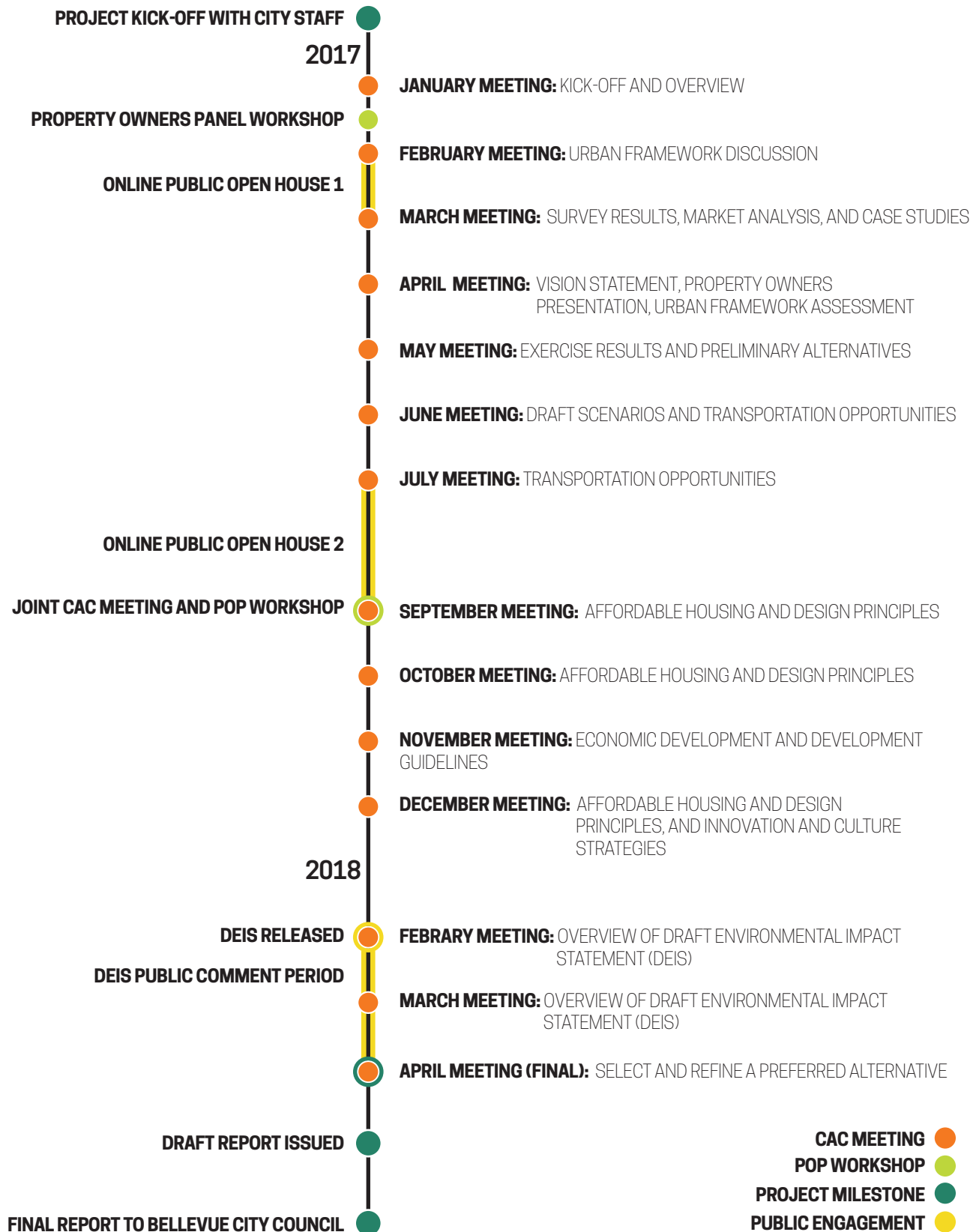
A cornerstone of the Wilburton Commercial Area community engagement effort was the City Council appointed 15-member volunteer Citizen Advisory Committee (CAC). A total of 14 CAC meetings were held between January 2017 and April 2018 as shown in the adjacent timeline Figure 1.7.

Each CAC meeting was open to the public with scheduled time for public comment. The topic of each meeting is listed in the adjacent timeline and a full description of each meeting is included in Chapter 06, Appendix.

PROPERTY OWNERS PANEL

In addition to the CAC process, the study included opportunities for open dialogue with existing property owners and their representatives in the form of a Property Owners Panel (POP). A series of interviews were conducted early in the process that helped to define possible outcomes and expectations for the study. POP members stressed the importance of looking at this plan as a long-term vision for the Study Area, of looking to case studies, and capitalizing on planned public investment in the Study Area. Early engagement ensured that the values and priorities of all parties were heard before any important decisions were made.

FIGURE 1.7: PUBLIC ENGAGEMENT TIMELINE



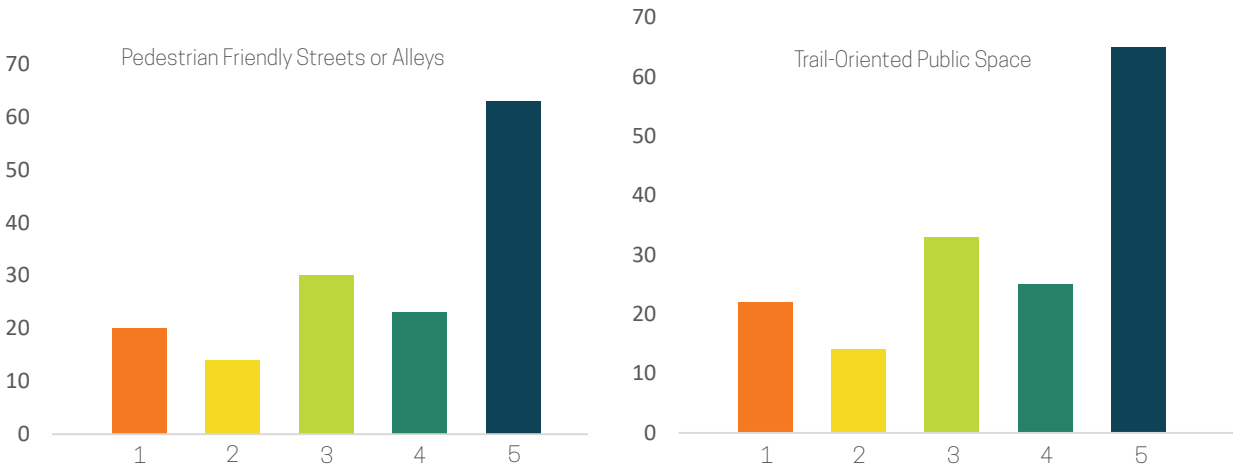


FIGURE 1.8: SURVEY RESULTS

In the second public survey respondents were asked to rank their support for different density, streets and streetscape, and public open space concepts, 5 being the highest level of support.

ONLINE OPEN HOUSE AND SURVEYS

A preliminary online public open house and survey was live from February 13 to February 27 during which time there were 782 visitors to the site. This survey was broken into three major categories; Thinking Big, Character, and Defining Features.

Overall response to the survey showed a strong desire for cultural diversity in the neighborhood, as well as a desire for more cultural spaces such as libraries, film and live theaters, art galleries and public art. Also clearly indicated was a desire for more outdoor and green space including pedestrian-friendly streets for people of all ages and abilities, outdoor recreational facilities, and parks and public space in general.

The planned multi-modal connections to the Study Area were considered to have the greatest potential to define the area in the future with 66 percent of respondents listing the Grand Connection as influential, 61 percent listing the East Link light rail, 60 percent listing the Eastside Rail Corridor Trail, while only 35 percent listed proximity to downtown.

Respondents said that parks and public space (47%), community and neighborhood-oriented businesses (39%), a pedestrian and cyclist network (35%), natural environment including stream and wetland

preservation (31%), and affordable housing (25%) should be prioritized as the Study Area is developed.

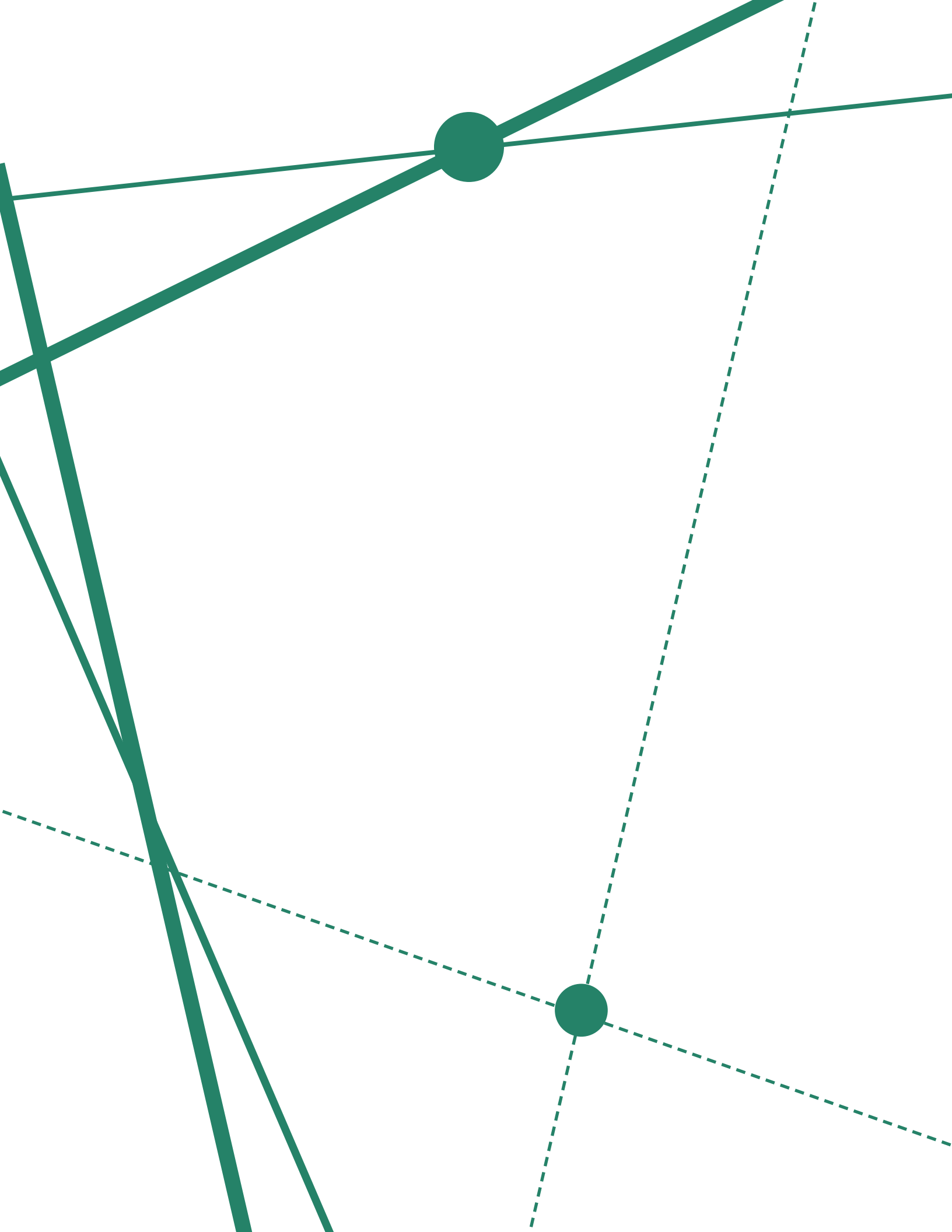
“...clearly indicated was a desire for more outdoor and green space including pedestrian-friendly streets for people of all ages and abilities, outdoor recreational facilities, and parks and public space in general.”

The second open house and survey focused on development and urban design concepts that had been reviewed by the CAC. The survey showed a preference towards medium density development, separated bike paths and pedestrian-friendly streets, and trail-oriented open spaces. Full results of the second open house and survey available in Chapter 06, Appendix.



<p>LOVE BELIEVE could be the product asset for city - mini greenbelts - walking trail</p> <p>development is opportunities to improve environment</p> <p>major effect of BOTANICAL GARDEN MILTON PARK</p> <p>get people to PARKS - connectivity - regional attractions</p> <p>PUBLIC SPACE ACQUISITION IN MILTON - all about it - build and</p> <p>@GC/ERC mutual benefits</p>	<p>CONNECTION to HOSPITALS - EXPANSION OF MEDICAL RESOURCES</p> <p>www.sweep space - VIEWS! - take advantage</p> <p>MOBILITY FOR PEOPLE - multi-modal - infrastructure - positive character</p> <p>permeable edges - DTA within - within a BR</p> <p>More walkable</p> <p>NEXUS of CONNECTIVITY</p> <p>ERC as local orient</p>	<p>FRONT DO ERC so it has 2 sides</p> <p>Provision for Wagon Study - see Potential ERC</p> <p>INFRASTRUCTURE in (red) + - increase! - infrastructure - positive character</p> <p>In Permeable Edges - options for movement</p> <p>More parks + links</p> <p>ERC more than just a trail</p> <p>CATALYST INFRASTRUCTURE TRAILS</p> <p>ERC as super highway for bikes +</p>	<p>- have control of bus lanes, maintenance</p> <p>HOUSING DIVERSITY Possible a wide range</p> <p>PROGREENHOUSE SPACES - see potential city has</p> <p>What is story of infrastructure</p> <p>Learn from low volume</p> <p>to front and THERE - criteria - places to go</p> <p>pleasant walkable environment</p> <p>land use character should inform streetscape character</p> <p>Give Milton some IDENTITY</p> <p>Create a THREE there! - Tump up</p>	<p>Encourage mix of social density</p> <p>PROGREENHOUSE SPACES - see potential city has</p> <p>Learn from global spaces</p> <p>Public Reignments</p> <p>development coming from Milton study - need speed</p> <p>Both Corridor - communication (LU)</p> <p>path mix parking</p> <p>GLOBAL CITY - need compelling reason for people visit</p> <p>LOCAL walkability</p>
--	--	--	--	---

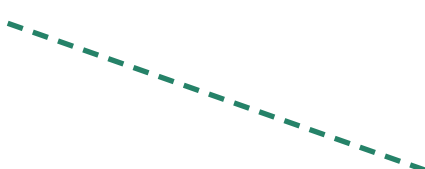






02 EXISTING CONDITIONS

This section provides an overview of existing conditions related to demographics, built form, land use, and access and circulation within the Wilburton Commercial Area. This section also includes a market assessment which makes demographic comparisons between the Study Area and a larger Market Assessment Area and forecasts market demand for residential and commercial development.



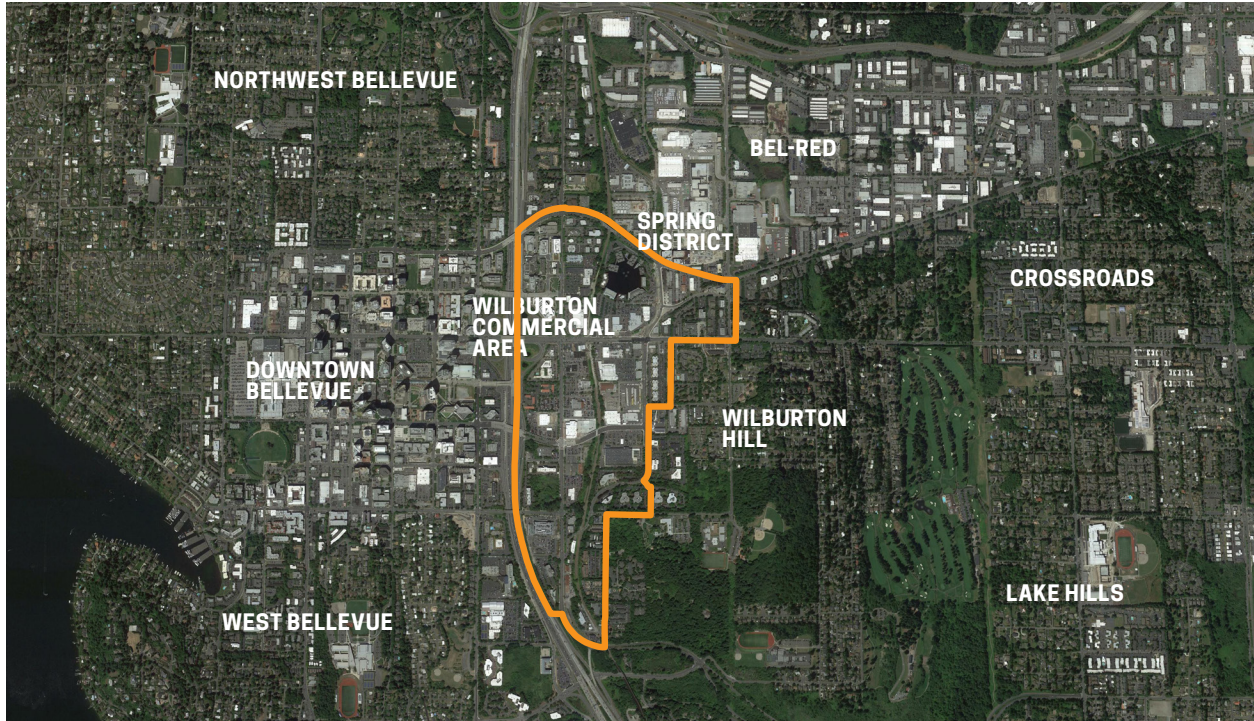


FIGURE 2.1: STUDY AREA CONTEXT

STUDY AREA OVERVIEW

The Wilburton Commercial Area is located between the high-growth areas of Downtown Bellevue to the west and BelRed and the Spring District to the north. The east side of the Study Area is adjacent to the residential Wilburton Hill Neighborhood. The southern tip of the Study Area connects to the Bellevue Botanical Garden and a small multi-family residential area.

The northwestern corner of the Study Area, bordered by Interstate 405, Bed-Red Road, 116th Ave NE, and NE 8th St is the Medical Institution District home to Overlake Hospital and Kaiser Permanente Medical Center. Just across 116th Ave NE is a medical office cluster dominated by low-rise office buildings and parking lots and structures.

East of the Medical Institution District is Lake Bellevue which is surrounded by residential and office condominiums and limited retail uses. There is no public access to the lake. Low-rise office and retail, as well as surface level parking extend east and south of the lake.

The center of the Study Area, bounded roughly by NE 8th St on the north and Main St on the south, is dominated by car dealerships and big-box retail with a pursuant mass of surface-level and structured parking.

The southern portion of the Study Area continues the car dealership and low-rise office uses, but also includes limited multi-family developments.

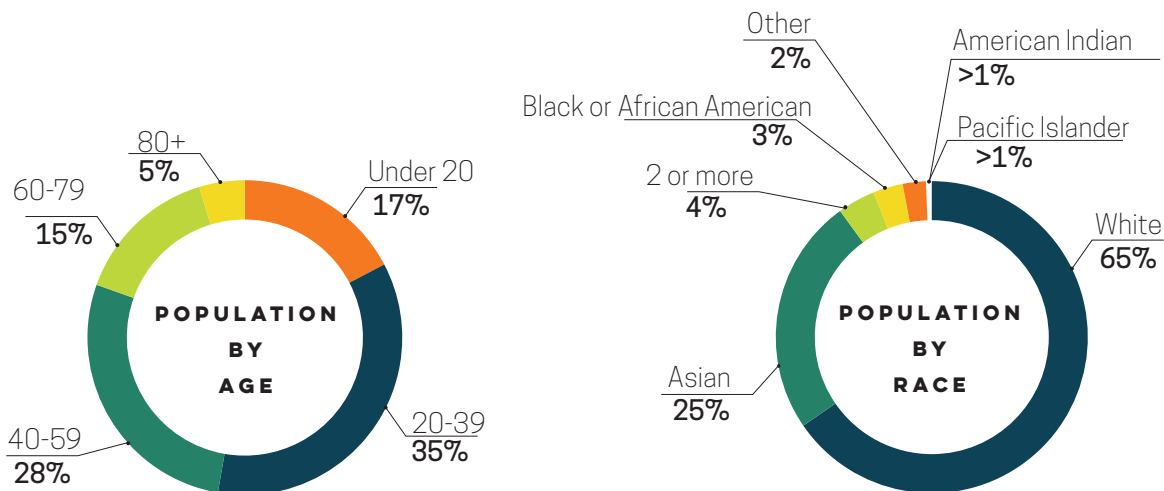


FIGURE 2.2: STUDY AREA DEMOGRAPHICS

Age and race demographic representation in the Study Area based on 2010 Census data collected using Esri Business Analyst.

DEMOGRAPHICS

The US Census and American Community Survey data show the Wilburton Commercial Area as slightly younger and more diverse than Bellevue as a whole.

There are few residents that live in the Study Area, with the 2010 US Census showing just over 250 households and a population just under 500.

The Study Area has a higher percentage of the population identified as Asian in the Census than King County (15%) and a similar percentage to the City of Bellevue (28%).

There are slightly more people aged 20-39 in the Study Area than in the whole of Bellevue, 35% vs 29%. The

only other age range that greatly differs from the overall Bellevue distribution is people under age 20, with 17% in the Study Area vs 23% in Bellevue.

There is a higher percentage of renters in the Study Area (47.7%) and Downtown (54.9%) than in the city or county (38.6% and 39.4% respectively). Household incomes in the Study Area are lower than Downtown and the city, and incomes in the city are among the highest in King County. The average household size in the Study Area is just over 1.5 which is to be expected as households with children make up only 20% of the total.

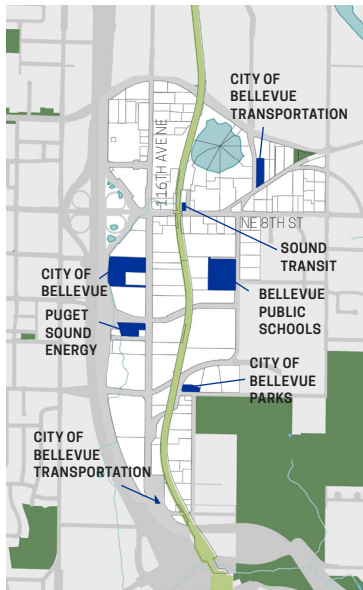


FIGURE 2.3: PUBLIC PROPERTY
Publicly-owned property in the Study Area including ownership by Puget Sound Energy, Sound Transit, and City of Bellevue.

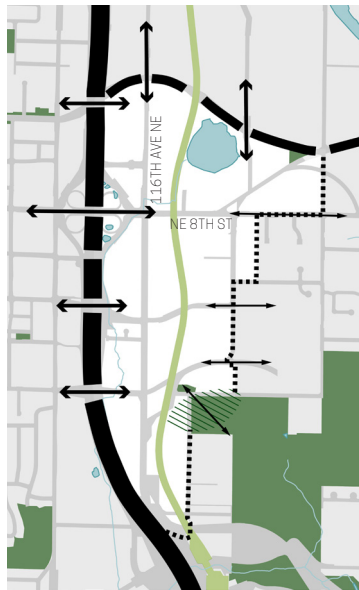


FIGURE 2.4: EDGES & ACCESS
Interstate 405 forms a solid barrier at the edge of the Study Area only permeable at overpasses. The east side offers many more opportunities to enter or exit.

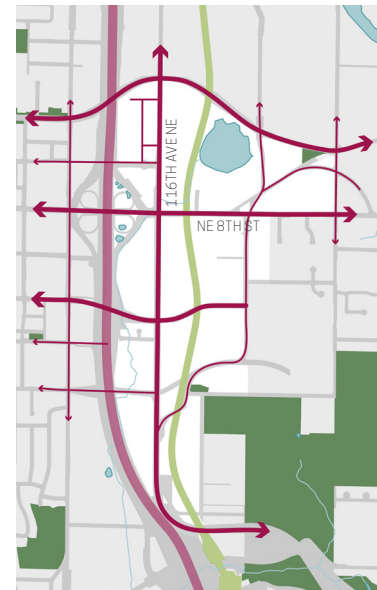


FIGURE 2.5: MAJOR CONNECTIONS
Highlighted in pink are the major connections through and within the Study Area.

LAND USE

Existing land uses are characterized as low density, suburban form of development supporting a variety of commercial retail uses predominately located in the core of the Study Area. The Study Area also supports a mix of professional office, hotel, healthcare and medical office, and multi-family residential uses located around the retail core on the periphery of the Study Area. The Study Area is best known for a number of large retail commercial uses (e.g. Home Depot, Whole Foods, REI, Uwajimaya) and the proliferation of auto-retail uses distributed throughout the Study Area. A number of retail businesses serve community markets providing retail outlets that are not offered in the downtown area. Uses are generally oriented toward convenient access to the freeway, the BelRed corridor and the arterial street system in the Study Area.

ACCESS & CIRCULATION

NE 8th Street is the major arterial carrying the bulk of traffic traveling east and west through the center of the Study Area with average weekday vehicle counts reaching over 45,000. South of NE 8th Street, 116th Avenue NE carries over 23,000 vehicles a day on average moving north and south through the Study Area. Recent improvements to NE 4th Street and 120th Avenue NE have increased vehicle capacity and added facilities. In addition, there are a few local connector streets that make up just a quarter of the roadway network.

The Study Area has large blocks with the streets designed for car-dominant historic uses. For example, there are no crosswalks between NE 8th St and NE 4th St, a nearly 1500 foot distance. For reference, the National Association of City Transportation Officials recommends spacing of 120-200 feet.

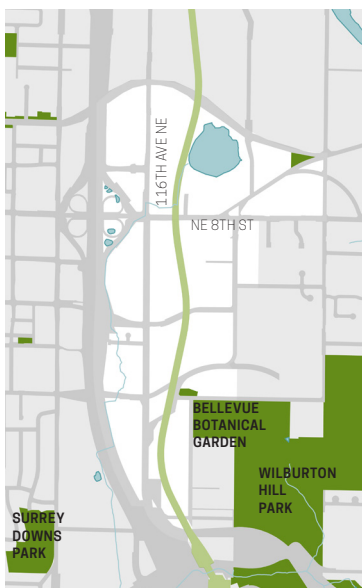


FIGURE 2.6: OPEN SPACE
Open space in and around the Study Area.

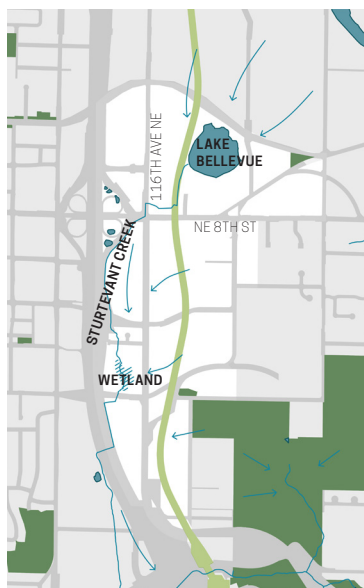


FIGURE 2.7: WATER
Natural water systems in the Study Area.

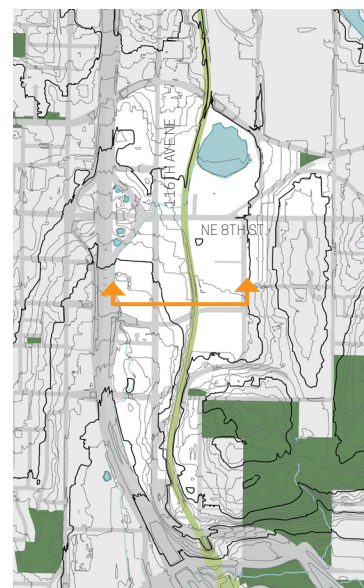


FIGURE 2.8A: TOPOGRAPHY
Contour lines showing topography.

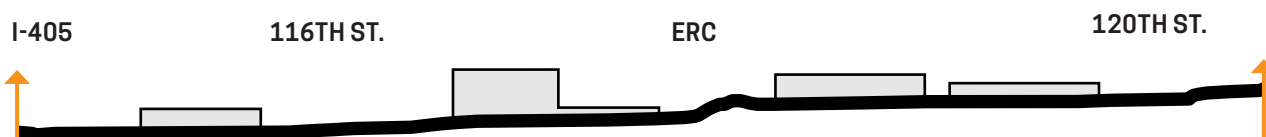


FIGURE 2.8B: TOPOGRAPHIC SECTION
Aligns with orange marking in Figure 2.8A. Shows grade changes between Interstate 405 and 120th St.

LANDSCAPE FEATURES

The Eastside Rail Corridor Trail—a future trail on an abandoned rail corridor that traverses north-south of the site—is a distinguishing feature of the Study Area. The Wilburton Hill Park and Bellevue Botanical Garden define the southwest corner just beyond the Study Area.

There are minimal steep slopes in the area. Although slopes do exist along portion of the Eastside Rail Corridor Trail alignment and particularly the southwestern edge of the site. Slopes along the Eastside Rail Corridor Trail were artificially created. The Wilburton Hill Neighborhood to the east of the Study Area is the highpoint. Views looking toward Downtown from the neighborhood are distinctive. The site’s natural drainage includes

surface drainage from the east to Lake Bellevue at the northern end of the Study Area. Lake Bellevue drains into Sturtevant Creek which is a partially exposed drainage that follows along the I-405 corridor and into a wetland area north of Main Street.

MARKET ANALYSIS

REGIONAL CONTEXT

The Puget Sound Regional Council's (PSRC) projected annual population growth rate (2010 to 2030) by forecast zone for the Eastside shows two values: "vision" (which is based on the goals of PSRC, counties, and cities established in the Vision 2040 plan) and "baseline" (representing the continuation of development trends in place prior to 2008). The Study Area is divided between two PSRC zones: North Bellevue and Central Bellevue. North Bellevue is expected to grow very quickly—by 3 percent annually under the baseline projection, and 3.9 percent under the vision. Downtown Bellevue is projected to grow even more quickly, between 4.7 and 5.5 percent annually. Areas that are largely established, moderate density residential neighborhoods, such as East Bellevue, are projected to grow slowly. The annual growth rate for the entire Puget Sound region is projected to be about 1 percent.

The market analysis takes into account the immediate Study Area (310-acres), plus the Market Area which is defined as the City of Bellevue and portions of Redmond and Kirkland south of Redmond Way/Central Way (Figure 2.9). The Market Area is an analytic

concept used for market analyses; it is the larger context area from which a majority (70 to 80 percent) of demand for real estate is expected to originate.

COMMERCIAL OFFICE

An estimated 15 million square feet of new office development may occur within the Market Area over the next two decades. Of that, an estimated 1.8 to 3 million square feet may be located in the Study Area. A number of large-scale office projects have been completed Downtown and several medium scale office uses are proposed for the Spring District.

Technology office migration patterns indicate a trend toward urban locations as employees are looking for more walkable, vibrant, innovative urban environments with easy access to transit. King County is projected to add approximately 230,000 jobs between 2014 and 2024 within several industry sectors (e.g. professional and business services, education and health services, information technology, retail trade). Overall, the Market Area is a major employment center that anticipates new jobs for residents and outside workers coming to the area. The Study Area is well positioned to capture many of the jobs projected for the Eastside.



FIGURE 2.9: MARKET AREA
The Market Area was used as context for the market analysis.

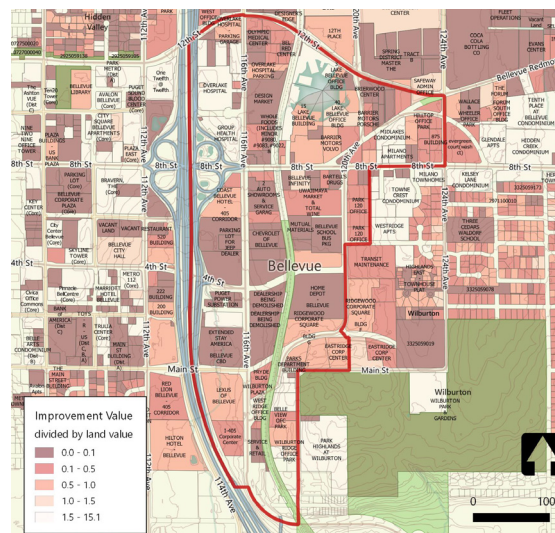


FIGURE 2.10: REDEVELOPMENT POTENTIAL
Redevelopment Potential of Properties within the Study Area

RETAIL

Large box commercial retailers and auto dealerships dominate much of Study Area. These uses are generally clustered along the 116th Ave NE, 120th Ave NE, and NE 8th St corridors. The Study Area includes three main grocers – Uwajimaya, Whole Foods, and Trader Joe’s. The 20-Year Retail Demand Forecast indicates an additional 670,000 square feet to 1 million square feet of retail/ commercial could be accounted for the Study Area.

HEALTHCARE

Several major healthcare institutions are located in the Market Assessment Area, including the Overlake Hospital and Kaiser Permanente Medical Center in the Study Area. Wilburton’s assets include healthcare, multiple planned active transportation facilities, and numerous grocery stores. This combination of uses creates an opportunity for a district-wide approach that promotes health and wellness as a central design framework.

HOUSING

Over the last several years, apartment housing development has boomed in Downtown and the Spring District, but not in the Study Area. Approximately 4,800 apartment and condo units are planned or under construction west of Interstate 405. The 20-Year Housing Demand Forecast suggests up to 5,000 new units

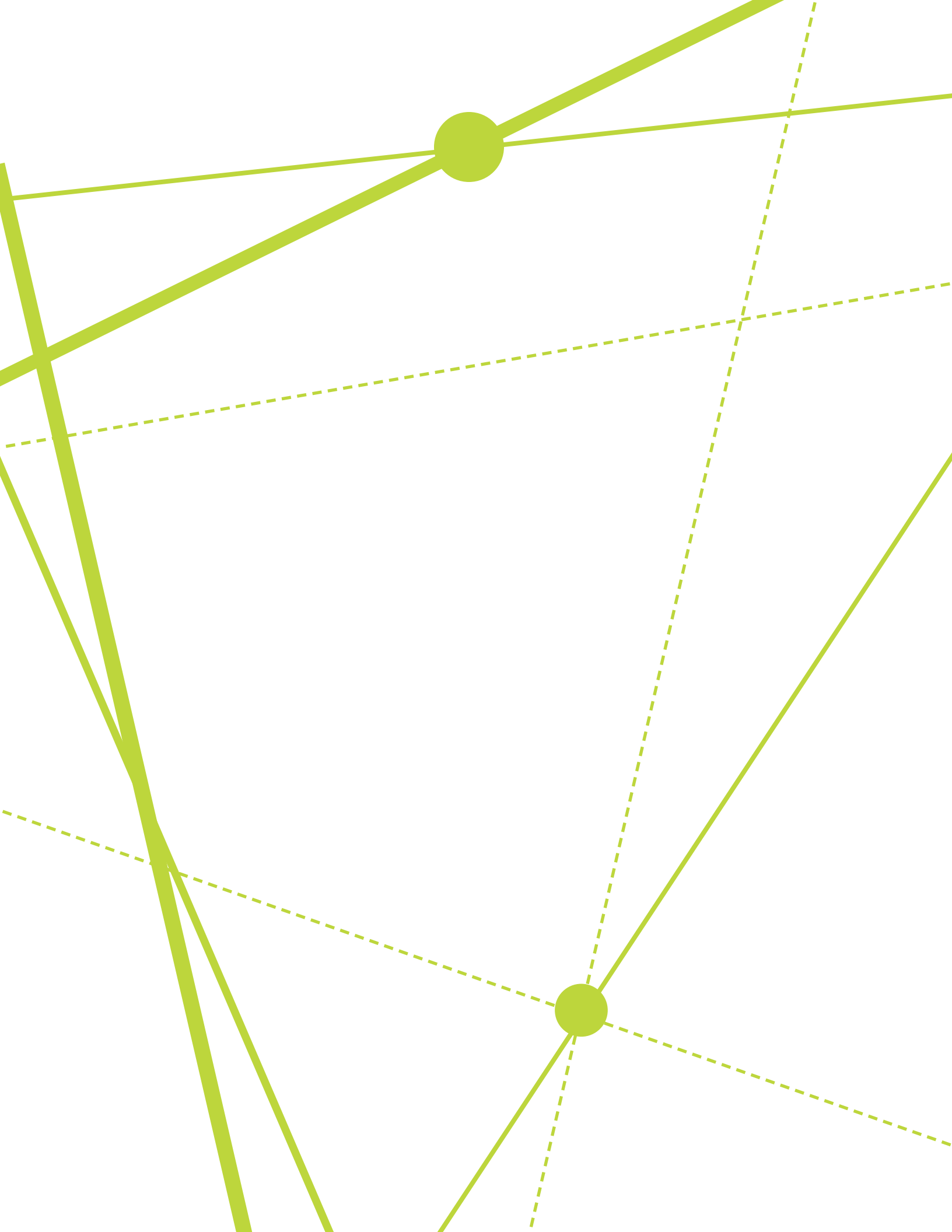
(rental apartments and attached ownership townhome, condo, plex) for the Study Area.

The Study Area currently supports a small number of low-density, multi-family residential dwellings. Household size ranges from 1.56 in Downtown Bellevue to 1.76 in the Market Assessment Area. Bellevue’s central area – including the Study Area and Downtown – have far more 1 person households than the city or county.

REDEVELOPMENT POTENTIAL

The redevelopment potential for the Wilburton Study Area is contingent on individual land values and improvement values and the ability to up-zone property from office and commercial to higher density and mix of uses. Some properties are more likely to remain as-is, for a longer period due in part to recent capital investments and expansions, pre-existing long-term lease agreements or other financial reasons such as recently renovated auto dealerships and new large format retail.

Key public investment focus areas in the Study Area centered around existing health and wellness infrastructure, light rail and multi-modal infrastructure improvements and the ability of the city to plan for land use and zoning changes necessary to accommodate new private redevelopment investments.



A decorative graphic in the top left corner consists of a solid green circle at the intersection of a solid green line and a dashed green line. Another solid green line extends from the top left towards the right. The background is white with these green lines and a circle.

03

DEVELOPMENT CONCEPTS

Three development alternatives were established as part of the visioning process and consistent with the needs of the State Environmental Policy Act (SEPA) and Environmental Impact Statement. The alternatives included a No Action Alternative and two Action Alternatives. The No Action Alternative is required by SEPA, and assumes that the current Comprehensive Plan, Land Use Code, Zoning Map, and design regulations are retained. This is a baseline that the action alternatives can be measured against.

In addition to alternatives regarding development, the CAC reviewed framework alternatives that addressed open space and transportation networks. These alternatives were looked at separately from the development concepts but with the understanding that the three areas of focus—development, parks and open space, and transportation networks—would eventually be intertwined to create a more comprehensive vision for the Wilburton Commercial Area.

PROCESS

Early in the visioning study, to help develop the action alternatives, a series of provocations were presented to initiate discussion between the Citizen Advisory Committee (CAC) members. These provocations were grouped into three categories—development distribution, parks and open space, and transportation systems. The CAC began by looking at diagrammatic representations of these provocations alongside precedent images, and ultimately participated in a dot exercise

to determine initial preference. Members of the Property Owners Panel (POP) also participated in the exercise. The results of the dot exercise are listed below each diagram as they are introduced throughout this chapter.

DEVELOPMENT DISTRIBUTION

The development distribution diagrams suggest possible locations of the central core of development for the Study Area. The benefits and limitation of each are listed in the table below.

	OPPORTUNITIES	CONSTRAINTS
NORTH/SOUTH CORE	<ul style="list-style-type: none"> › Establishes a linear core along I-405 › Allows transitional density to step down to the ERC › Significant buffer from single-family area to the east 	<ul style="list-style-type: none"> › Smallest urban core footprint › Includes health care campus › Development at wetland area is problematic
CENTRALIZED CORE	<ul style="list-style-type: none"> › Concentrated in the "valley," greatest potential for increased development › Significant buffer to single family area to the east › Strengthens 116th and ERC as primary corridors 	<ul style="list-style-type: none"> › No strong transit connection › Development at wetland area is problematic
ERC CORE	<ul style="list-style-type: none"> › Development concentrated at Wilburton Station › Includes most of the largest parcels in the Study Area › Connects to Spring District & Downtown 	<ul style="list-style-type: none"> › Core may be too large to support market demand › Less buffer to single family area
8TH/116TH CORE	<ul style="list-style-type: none"> › Connects with Spring District & Downtown › Aligns with 116th and 8th as primary corridors › Core connects to proposed transit station 	<ul style="list-style-type: none"> › Extends core area to east away from walk zone to transit station › No buffer to single family area

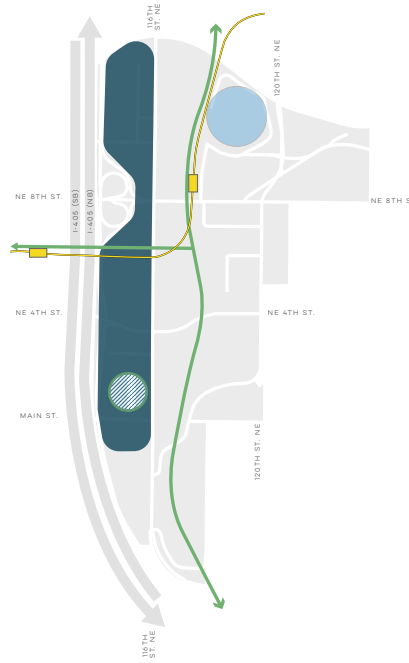


FIGURE 3.01: NORTH/SOUTH CORE
 Preferred by 1 CAC member, 0 POP members in dot exercise.

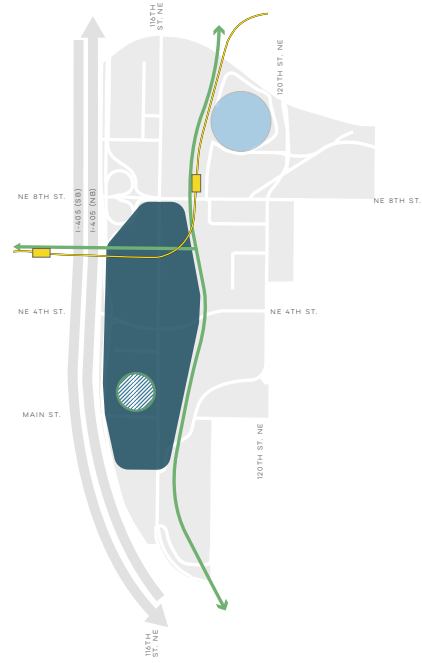


FIGURE 3.02: CENTRALIZED CORE
 Preferred by 4 CAC members, 5 POP members in dot exercise.

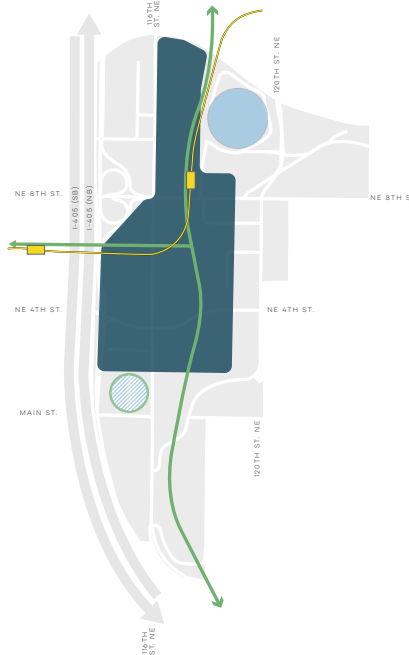


FIGURE 3.03: ERC CORE
 Preferred by 5 CAC members, 9 POP members in dot exercise.

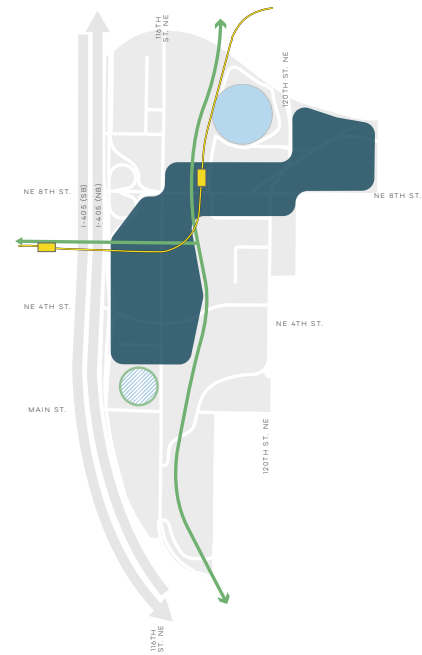


FIGURE 3.04: 8TH/116TH CORE
 Preferred by 2 CAC members, 8 POP members in dot exercise.

TRANSECT EXERCISE

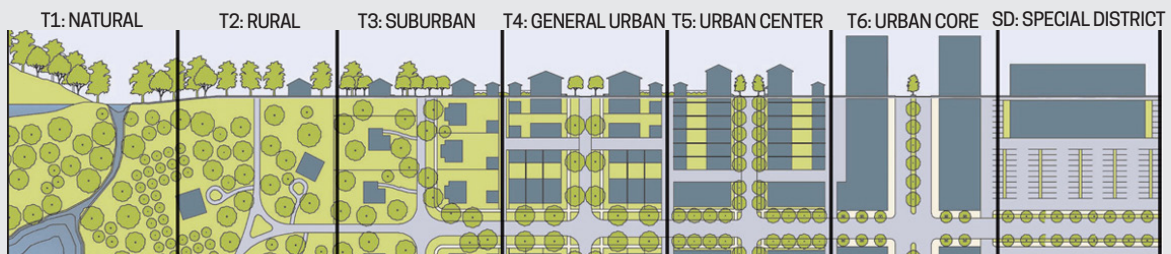
Following the initial conversation on development distribution the Citizen Advisory Committee (CAC) was presented the “Bellevue Transect.” The transect is based upon the Urban Transect, developed by the planning firm Duany Plater-Zyberk to illustrate development patterns ranging from rural to urban. A transect specific to Bellevue was developed to represent the typical Bellevue building typologies to provide the CAC with a reference point to begin a conversation of organizing height density within the Study Area. The transect provided ranges for development density and maximum building height used to create opportunities for flexibility as the planning process continued to advance and evolve.

CAC members were provided maps, showing the significant infrastructure improvements, and crayon packs to draw their preferred distribution of density. The maps served as visualization tool to inform the process of developing alternatives. Simultaneously, POP members drafted maps which were used to inform the second action alternative.

The results, from the CAC and the stakeholders, were aggregated to identify common themes and clusterings of development. The aggregated data acted as heat maps to identify preferred urban form and development patterns, particularly as it related to proximity to significant infrastructure investment projects such as light rail, the Eastside Rail Corridor Trail, and the Grand Connection.

THE MORE YOU KNOW - THE URBAN TRANSECT

The urban transect is a cross-section developed by Duany Plater-Zyberk used to describe a stepped series of environments as shown below. It is a useful tool for understanding the range of built and unbuilt environments in a region. The transect used for the Wilburton Commercial Area Study was adjusted to suit the range of possible building types in the Study Area from Single-Family Suburban to Urban Core to reflect the single-family residential Wilburton Hills neighborhood to the east and Downtown Bellevue to the west.



DUANY PLATER-ZYBERK

FIGURE 3.05: SAMPLE OF COMPLETED DRAWING EXERCISES

The completed drawings were scanned and run through a program which recorded desired building heights of each CAC member for the Study Area.

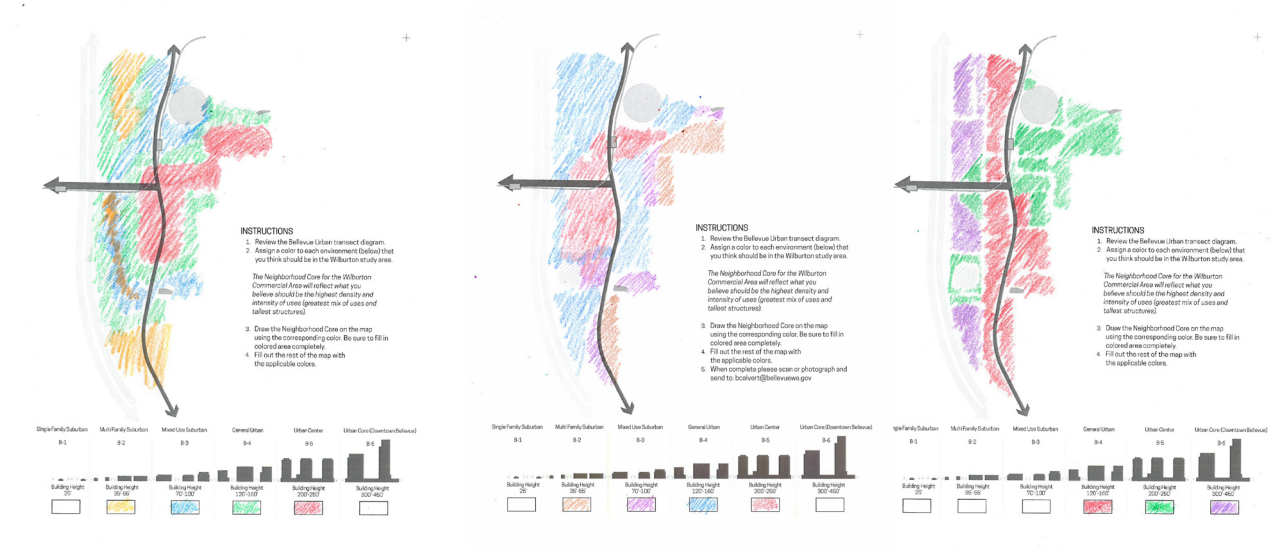


FIGURE 3.06: CAC CONSENSUS BY TRANSECT TYPE

The output of the aggregated drawings from Figure 3.05 shows CAC consensus about building heights with the darkest areas showing most agreement and the lightest showing least.

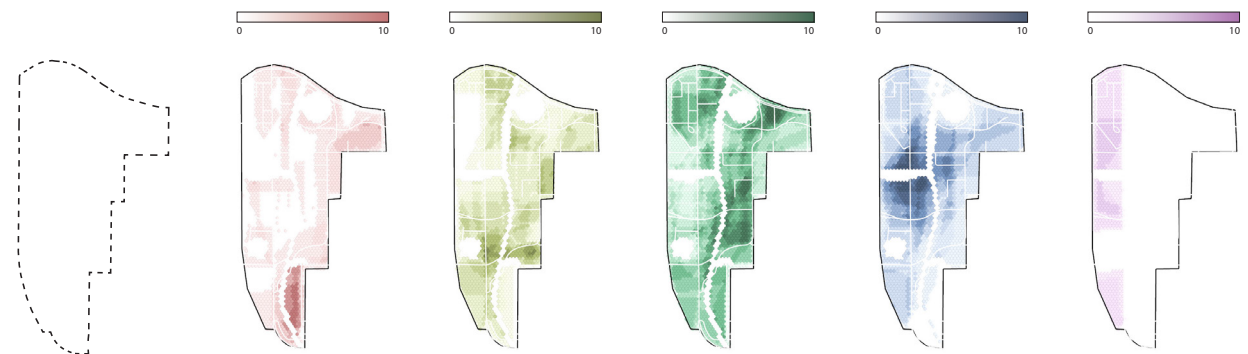


FIGURE 3.07: BELLEVUE URBAN TRANSECT

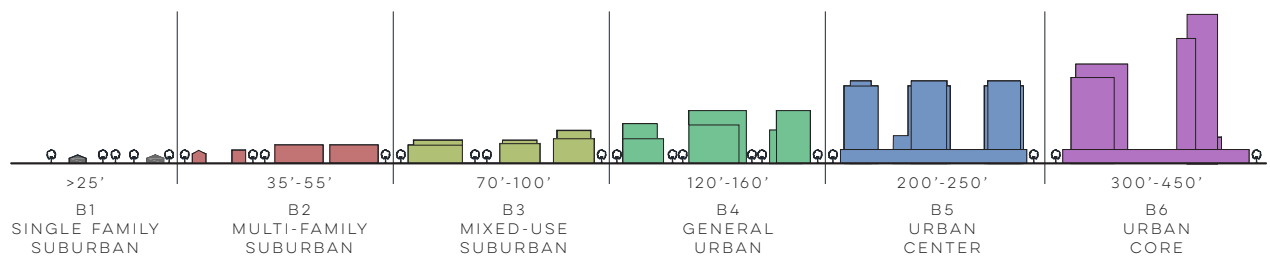


FIGURE 3.08: CAC AGGREGATED CONSENSUS

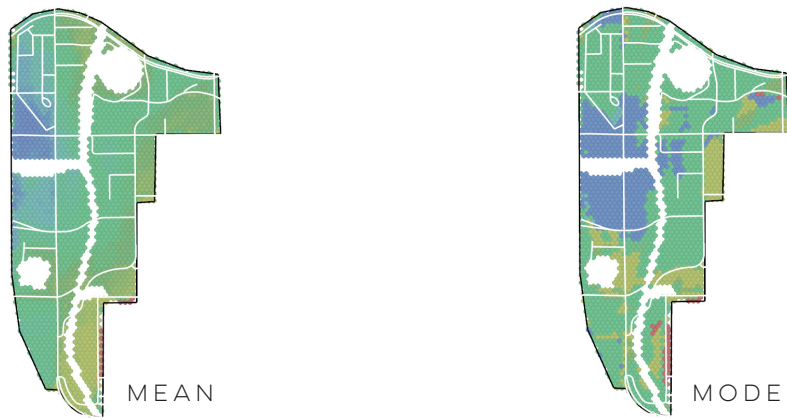
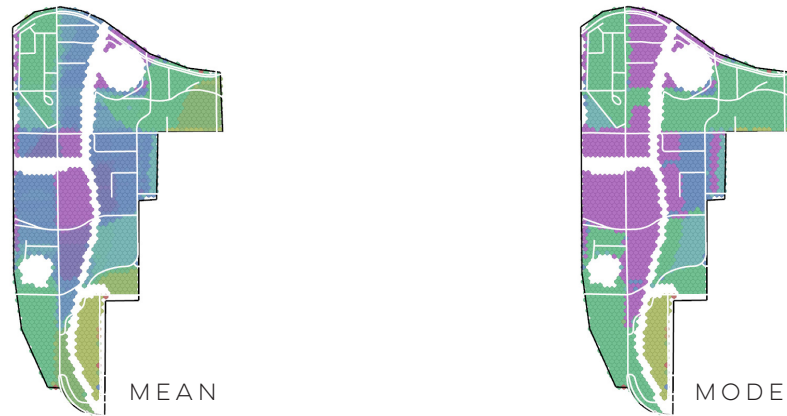


FIGURE 3.09: PROPERTY OWNERS AGGREGATED CONSENSUS



MODELING SCENARIOS

Two different approaches were used to analyze input by transect type. The map on the left, "Mean," shows the average of all selections throughout the Study Area. The map on the right, "Mode," shows the most frequently used transect type in each point of the Study Area.

Using the mode map as an input, a custom scenario-modeling tool was employed to develop massing concepts for the distribution of height and density. The tool uses known data, such as topography, property lines, and street rights-of-way, in combination with user-defined parameters such as max floor-area-ratio (FAR) and height, to generate 3D visualizations along with per-parcel metrics on total development

area by program. The real time modeling tool allowed the CAC to see the results of their ideas, hold conversations about the merits of different schemes, and come to consensus around their collective vision for the area.

This scenario-massing tool was used throughout the visioning process, but was used first to visualize the aggregated data from the drawing exercise. The resulting maps, Figures 3.08 and 3.09, show a CAC preference towards lower heights throughout the Study Area compared to the property owners preference for heights closer to that of Downtown Bellevue. These two massings were used to develop the preliminary action alternatives.

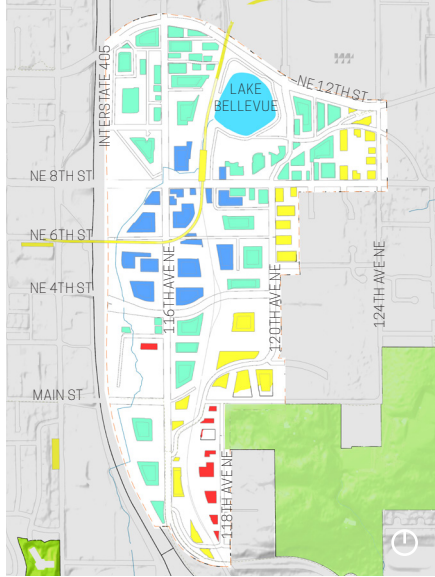


FIGURE 3.10: EARLY CAC PLAN

The plan and massing diagrams above match the aggregate results of the CAC drawing exercise when looking at the Mode result.

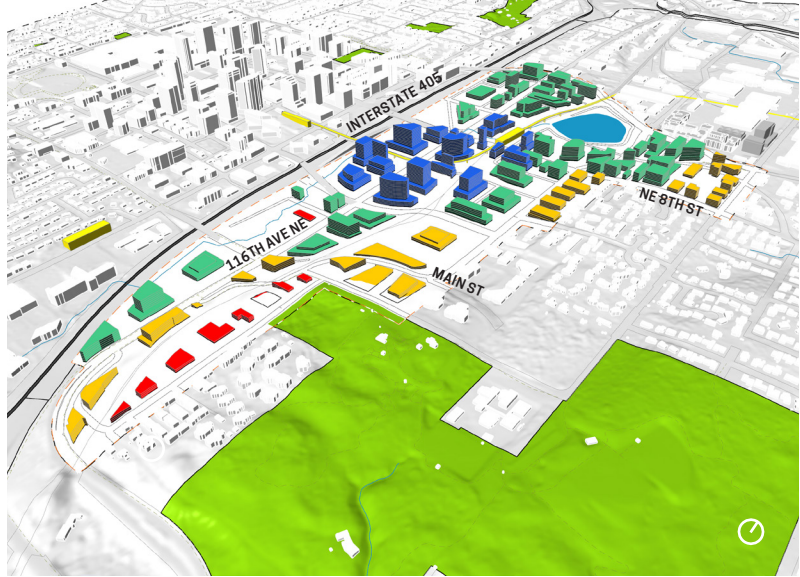


FIGURE 3.11: EARLY CAC MASSING

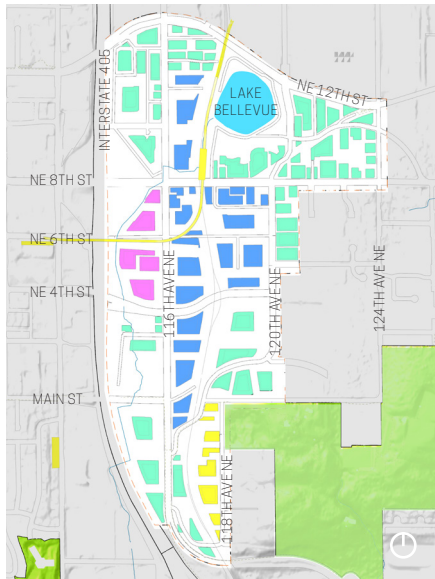


FIGURE 3.12: EARLY POP PLAN

The plan and massing diagram above match the aggregate results of the Property Owners drawing exercise when looking at the Mode result.

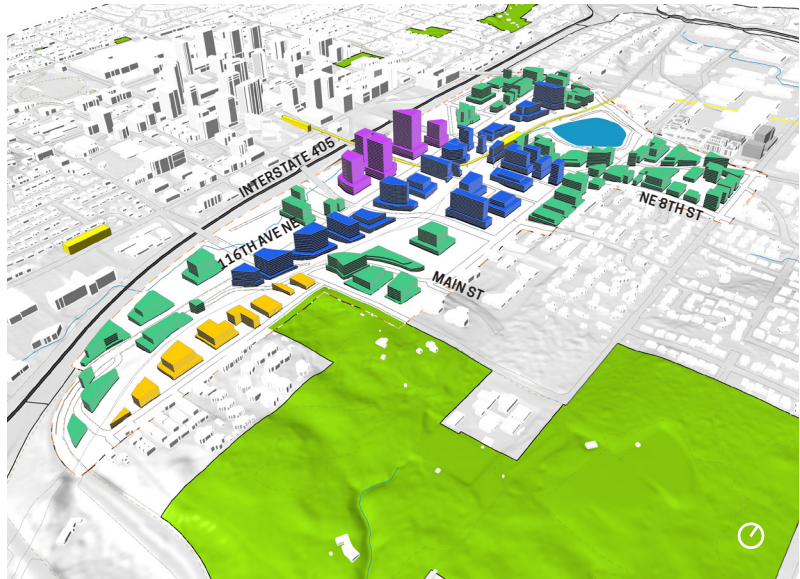
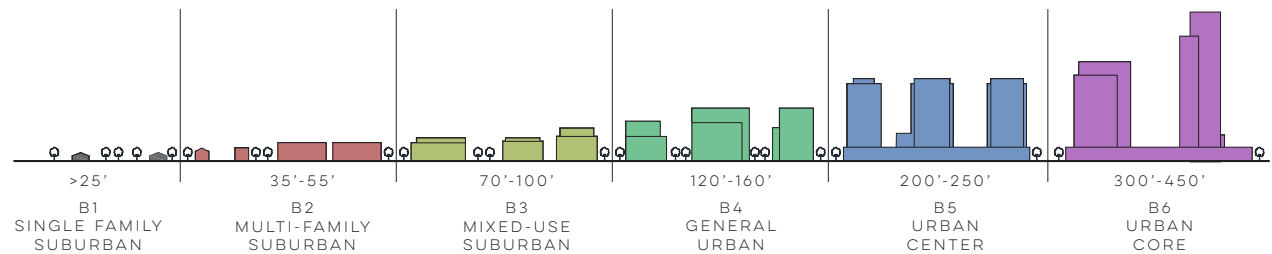


FIGURE 3.13: EARLY POP MASSING

BELLEVUE URBAN TRANSECT



DEVELOPMENT ALTERNATIVES

Three development alternatives were established as part of the larger visioning process and consistent with the needs of the State Environmental Policy Act (SEPA) and Environmental Impact Statement. The alternatives included a No Action Alternative and two Action Alternatives. The No Action Alternative is required by SEPA, and assumes that the current Comprehensive Plan, Land Use Code, zoning map, and design regulations are retained. This is a baseline that the action alternatives can be measured against.

THE MORE YOU KNOW - NO ACTION ALTERNATIVE

The No Action Alternative is a requirement of the National Environmental Policy Act (NEPA) Section 1502.14 which stipulates how projects and programs that require an Environmental Impact Statement (EIS) must be evaluated. According to NEPA, the EIS "should present the environmental impacts of the proposal and the alternatives in comparative form, thus sharply defining the issues and providing a clear basis for choice among options by the decision maker and the public."

A No Action Alternative does not assume no change to the impacted area, rather it assumes change without the proposed project or program. For instance, the No Action Alternative for a proposed new freeway on-ramp would be no new freeway on-ramp. The result of this might be higher traffic counts on side streets as the region grows.

Evaluation of a No Action Alternative creates a baseline by which all proposed "action" alternatives can be compared resulting in a more comprehensive understanding of the impacts of the project or program.

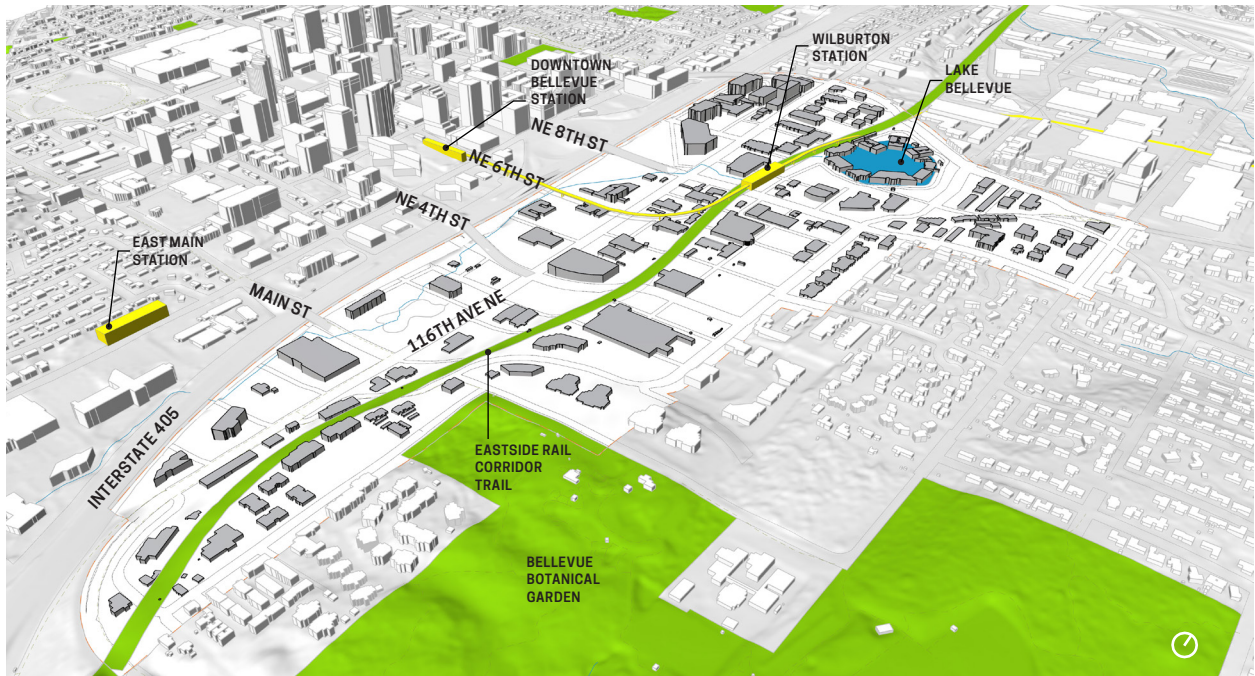


FIGURE 3.14: EXISTING MASSING
Existing buildings in the Wilburton Commercial Area.

EXISTING ZONING

The existing built form is described in some detail in Chapter Two, Existing Conditions. The existing zoning in the Study Area is primarily office and commercial with minimal multi-family residential and the Medical Institution zoning in the northwest corner.

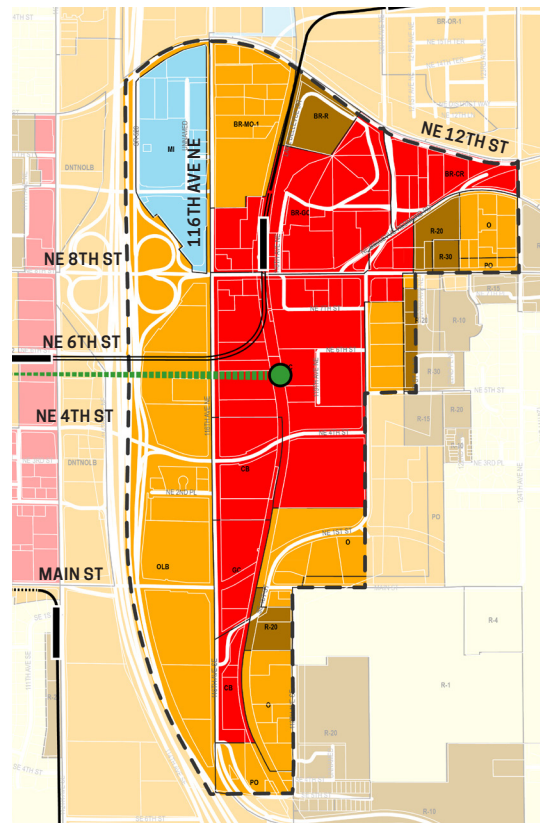







FIGURE 3.15: EXISTING GENERAL ZONING
Existing generalized zoning in the Wilburton Commercial Area.

EXISTING ZONING	
MEDICAL INSTITUTION	
OFFICE	
COMMERCIAL	
MULTI-FAMILY RESIDENTIAL	
SINGLE-FAMILY RESIDENTIAL	

NO ACTION ALTERNATIVE

The No Action Alternative is required by the State Environmental Policy Act (SEPA) and assumes the current Comprehensive Plan, Land Use Code, and zoning map are retained. This does not assume that there would be no new development in the area, rather it means that development would occur under existing regulations, with patterns, typology, and aesthetics similar to existing conditions. The No Action Alternative serves as a baseline that the action alternatives can be measured against.

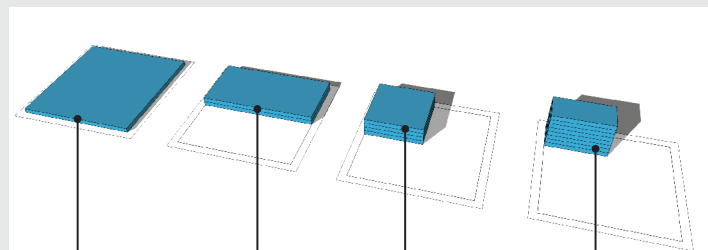
Some increase in land use intensity would likely occur in the Study Area as part of the No Action Alternative

because additional capacity was created in the BelRed planning process. The greatest intensity of development would occur west of the Eastside Rail Corridor Trail (ERC) and east of 116th Avenue NE in the BR-MO-1 zone where building heights could reach 150' with floor-area-ratios (FAR) of up to 4.0. Other areas that were part of the BelRed zoning could see height increased up to 70' and FAR of 2.0. Much of this growth is expected to be supportive of the existing Medical Institution District.

South of NE 8th Street would retain much of its current urban form, dominated by low density, large format retail and auto retailers, in

THE MORE YOU KNOW - FLOOR AREA RATIO (FAR)

Floor Area Ratio (FAR) is a measurement of total floor area in a building compared to site area. This is used as a measurement of density.



All = 1.0 FAR

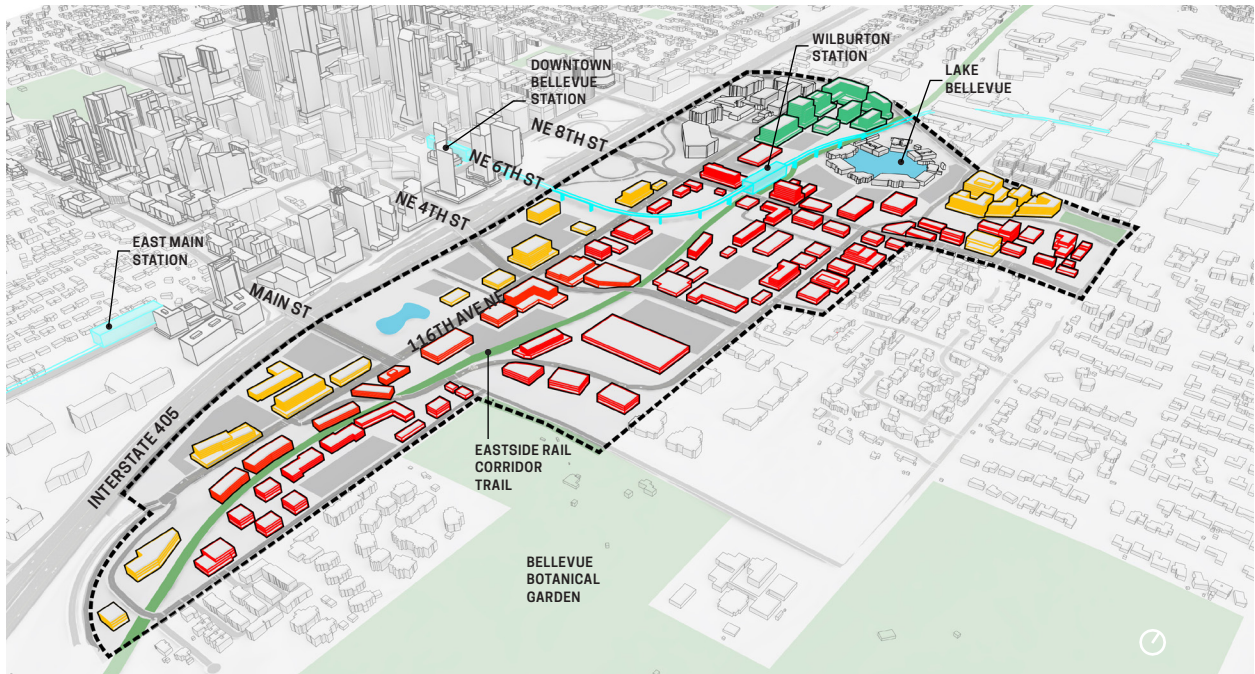


FIGURE 3.16: NO ACTION ALTERNATIVE MASSING

addition to limited multi-family residential and modest scaled office developments. Much of this is accomplished through the city’s existing Commercial Business (CB), General Commercial (GC), Office – Limited Business (OLB), and Office (O) zoning. Changes and growth in this area are expected to predominately be office and retail, with limited hotel and residential growth. No new design guidelines would be applied to the Study Area, and much of the transportation infrastructure, including pedestrian and cyclist facilities would see limited changes.

As part of the No Action Alternative the ERC would still be completed, as it is a King County initiative. However, the Grand Connection Interstate 405 crossing is assumed to not be completed as part of the No Action Alternative. As a pedestrian and cyclist priority connection, if the Study Area land use pattern were to largely remain auto-oriented, the demand for a multi-modal connection would be significantly diminished.

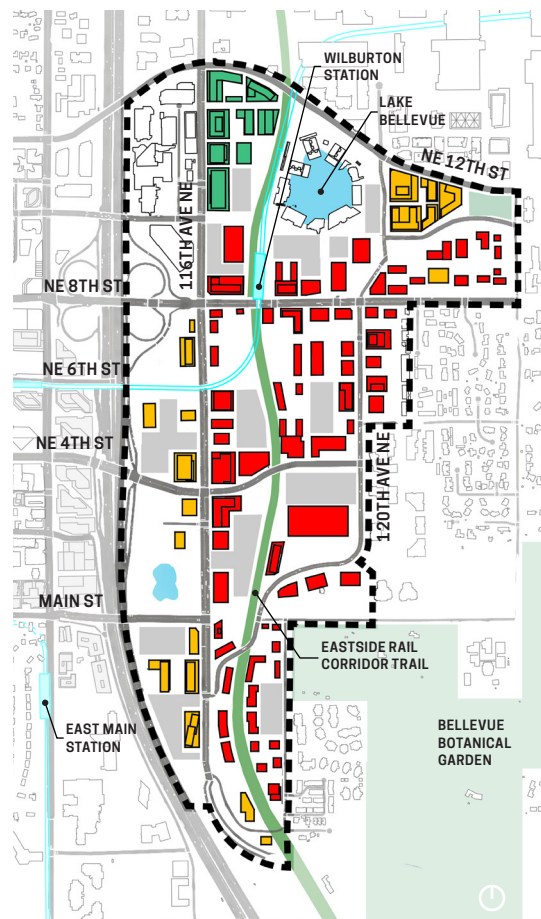


FIGURE 3.17: NO ACTION ALTERNATIVE PLAN VIEW

EXISTING ZONING	
NO CHANGE	
BR-MO-1	
OLB/BR-CR	
GC	
CB	

ALTERNATIVE ONE

Alternative One envisions a dense urban core that is organized around the intersection of the Grand Connection and the Eastside Rail Corridor Trail. The area bound by NE 4th St and NE 8th St to the south and north, respectively, and by the Eastside Rail Corridor Trail (ERC) and Interstate 405 to the east and west, respectively, would form the heart of the Study Area with the highest density and activity. Building heights in this area were studied up to 250 feet and would also extend just east of the ERC to create a vibrant and active urban space along the multi-modal trail, and just north of NE 8th Street to embrace the future Wilburton East Link light rail station.

The area north of NE 8th Street, begins a transition to a lower level of density, similar to that of the Spring District with building heights between 120 and 160 feet. The area east of 116th Avenue NE and west of Lake Bellevue mainly retains existing zoning established as part of the BelRed Corridor study, except for the properties directly adjacent to the light rail station. East of Lake Bellevue, this density extends to the base of the hill just east of 120th Avenue NE. This density would establish cohesion with the Spring District to the north, while capitalizing on the change in topography that would allow greater building height, without imposing on the existing lower

densities to the east, up the hill. In the far northeastern corner of the Study Area densities similar to those seen in the new developments of Old Bellevue were examined, with building heights between 70 and 100 feet. This was in response to the higher elevation found in this portion of the Study Area, and to begin a transition to the existing multi-family developments to the east.

East of the Study Area core, bound by NE 4th St and NE 8th St to the south and north, respectively, and by the ERC and Wilburton Hill Neighborhood to the west and east, respectively, the development concept makes several transitions in response to the context. Development intensity begins to step down from the high intensity straddling the ERC towards the single-family Wilburton Hill Neighborhood, with densities along 120th Avenue NE similar to those north of NE 8th Street and the Spring District. On the east side of 120th Avenue NE and at the bottom of the Wilburton hill, development intensity would transition down to that found in the far northeastern corner of the Study Area, in an effort to mitigate aesthetic impacts to the Wilburton Hill Neighborhood.

The area south of NE 4th Street is a complex urban form that responds to some of the more extreme changes in

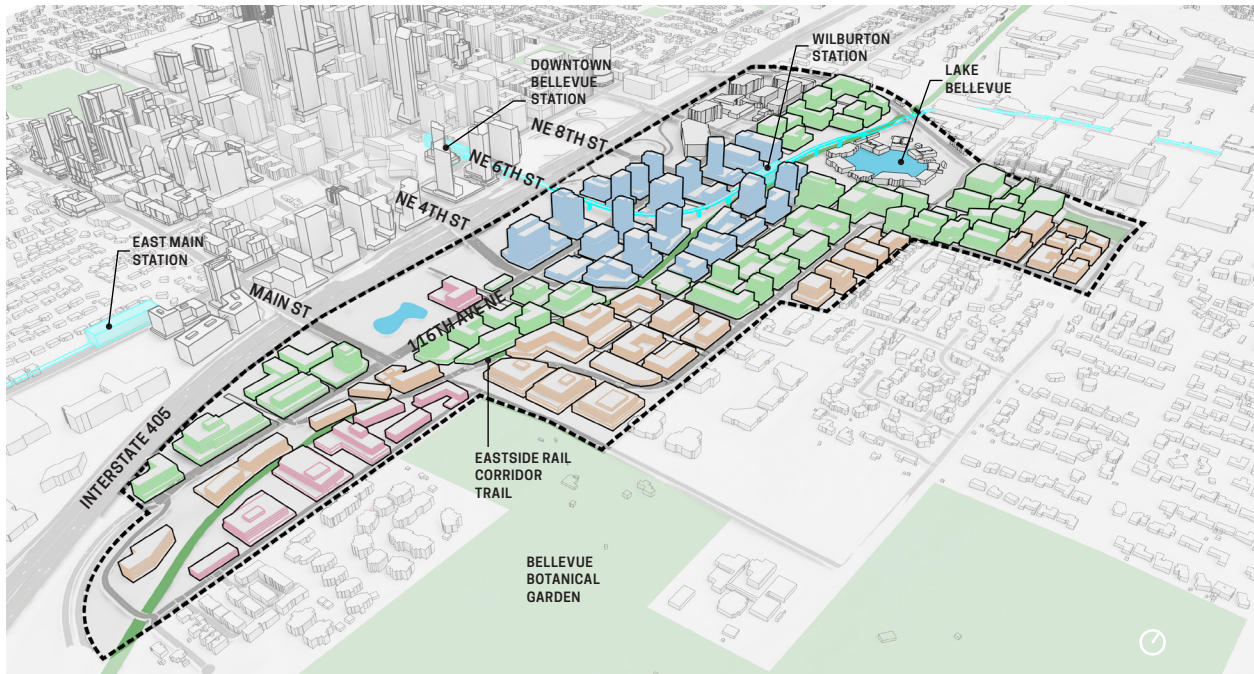






FIGURE 3.18: ALTERNATIVE ONE MASSING

topography, proximity to the Bellevue Botanical Garden, East Main light rail station, and the ERC. East of the ERC, and south of NE 4th Street to Main Street, the development intensity matches that of the eastern edges of the Study Area with heights ranging between 70 and 100 feet. South of Main Street and east of the ERC would be some of the lowest density in the Study Area. This is in response to the elevation and the proximity to existing low-rise multi-family housing and the Bellevue Botanical Garden to the east. These properties, along 118th Avenue NE are envisioned with heights between 35 and 55 feet. West of the Eastside Rail Corridor Trail the development intensity increases. The properties west of the ERC and east of 116th Avenue NE increase to heights of 70 to 100 feet. West of 116th Avenue NE, heights increase to 120 to 160 feet in response to the proximity of the East Main Station and opportunities for extending transit-oriented development across Interstate 405.

BUILDING HEIGHTS

NO CHANGE	
35'-55'	
70'-100'	
120'-160'	
200'-250'	
300'-450'	

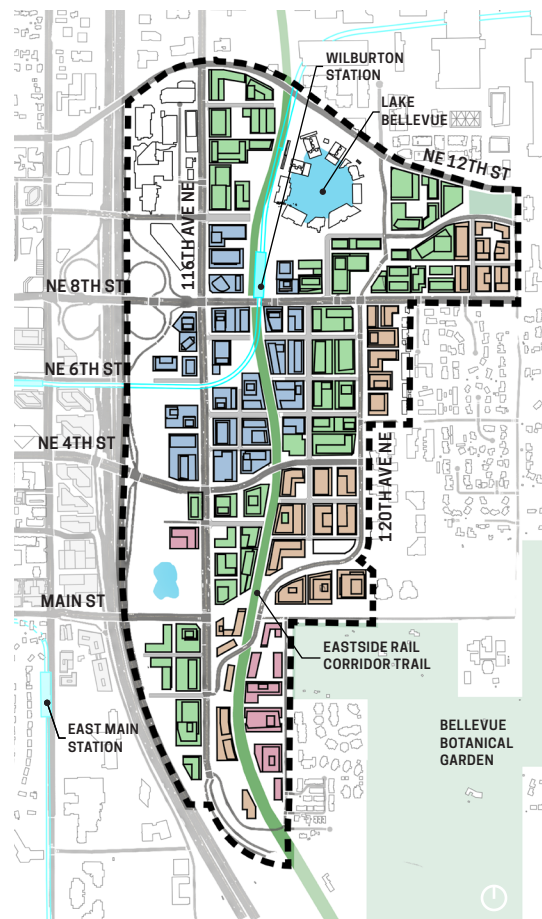


FIGURE 3.19: ALTERNATIVE ONE PLAN VIEW

ALTERNATIVE TWO

Alternative Two tests the development extremes of the Study Area, while also capitalizing on the overall opportunity of the unique context and planned infrastructure improvements within the Wilburton Commercial Area.

The organization of development intensity in Alternative Two focuses on 116th Avenue NE as a grand boulevard, and creates a linear core for the Study Area that extends from the Medical Institution District to the north and Main Street to the south. The core widens in the center of the Study Area allowing for greater intensity straddling the Eastside Rail Corridor Trail (ERC) in order to fully embrace the concept of this segment of the ERC as a vibrant, urban, public space.

The greatest intensity in the Study Area would occur west of 116th Avenue NE, and east of Interstate 405, with building heights studied between 300 and 450 feet. This portion of the Study Area is at an elevation 50 feet or more below the ERC and Downtown Bellevue. This change in topography offers some mitigation regarding the potential impact on views.

The development density steps down east of 116th Avenue NE, to the range of 200 to 250 feet in height between the Medical Institution District and

Main Street to form a grand boulevard. This development intensity stretches east of the ERC between NE 8th and NE 4th streets and extends to 120th Ave NE to the east. North of NE 8th Street the area surrounding the light rail station would include a range of heights between 200 and 250 feet to the west before transitioning to 120 to 160 feet to the east and to the north. This is a very similar organization of density around the station as Alternative One. Both Alternative One and Alternative Two are designed to encourage transit-oriented development on land adjacent to the Wilburton Station.

Similar to Alternative One, the northeastern portion of the Study Area responds to the neighboring Spring District building heights. However, Alternative Two does not incorporate the stepped down transition in the northeast corner of the Study Area at the top of the hill. Rather, Alternative Two maintains the same density, with heights between 120 and 160 feet, to 124th Avenue NE at the eastern boundary of the Study Area. This height range would continue south along the eastern edge of the Study Area abutting the Wilburton Hill Neighborhood and bounded by 120th Avenue NE to the east.

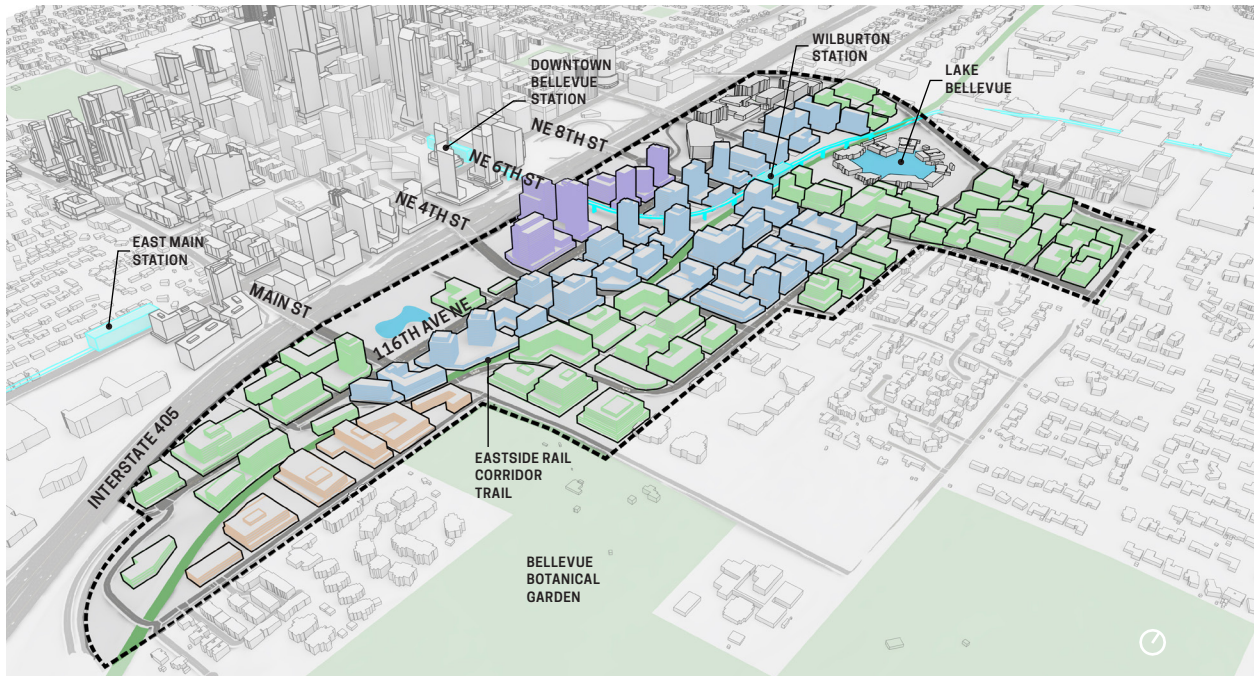







FIGURE 3.20: ALTERNATIVE TWO MASSING

The southern portion of the Study Area is also an increase in density from Alternative One. Just north of Main Street and east of the ERC, building heights were increased to 120 to 160 feet in response to topography. This portion of the Study Area is at a lower level of elevation than the Bellevue Botanical Garden resulting in less visibility of taller buildings. These same heights were studied south of Main Street and west of the ERC, extending the transit-oriented development opportunities in relation to the East Main Station across Interstate 405 and into the Wilburton Commercial Area.

South of Main Street and east of the ERC would be some of the lowest density in the Study Area. This is in response to the elevation and the proximity to existing multi-family housing and the Bellevue Botanical Garden to the east. These properties, along 118th Avenue SE are envisioned with heights between 70 and 100 feet. This is an increase from the Alternative One heights of 35 to 55 feet in this transition zone.

BUILDING HEIGHTS

NO CHANGE	
35'-55'	
70'-100'	
120'-160'	
200'-250'	
300'-450'	

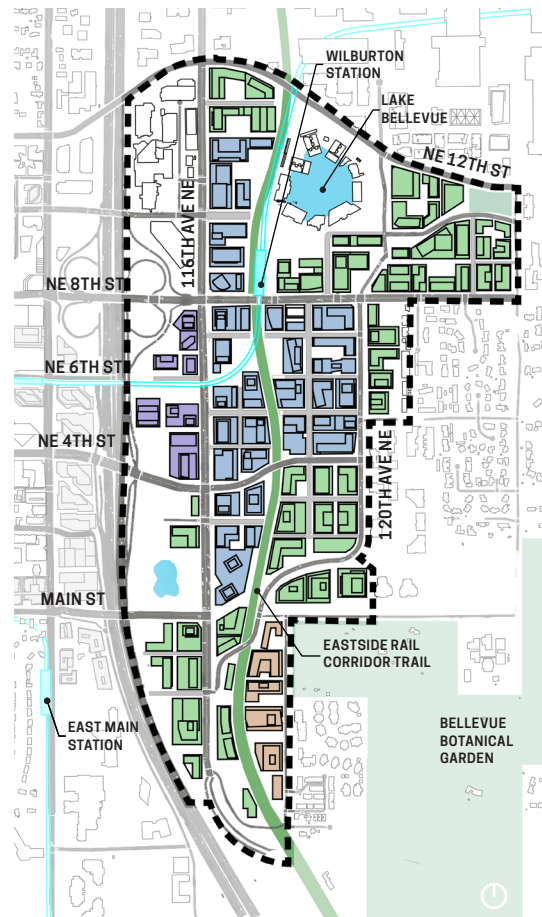


FIGURE 3.21: ALTERNATIVE TWO PLAN VIEW

COMPARATIVE EVALUATION

In order to understand the difference between the No Action Alternative, Alternative One, and Alternative Two the CAC reviewed 3D massing diagrams that showed how each alternative would look and feel from different viewpoints. The graphics on the following pages show views from key locations in the Study Area in order to understand impact on views as well as scale of buildings in respect to topography. The following chart summarizes the maximum potential development in square feet that each option would allow.

TABLE 2.01: MAXIMUM POTENTIAL DEVELOPMENT

	Existing	Net New Development			Total Development				
		No Action Alternative	Alternative 1 (Medium)	Preferred Alternative	Alternative 2 (High)	No Action Alternative	Alternative 1 (Medium)	Preferred Alternative	Alternative 2 (High)
2035	<u>3,605,000</u>	<u>625,636</u>	<u>9,424,000</u>	<u>12,591,500</u>	<u>12,747,000</u>	<u>4,230,636</u>	<u>13,029,000</u>	<u>16,196,500</u>	<u>16,352,000</u>
Ultimate Full Buildout Post 2035 (SF)	3,605,000	625,636	12,747,000	<u>15,435,000</u>	19,195,500	4,230,636	16,352,000	<u>19,040,000</u>	22,800,500

Table 2.01 has been adjusted to include maximum potential development estimates for the 2035 planning horizon, in addition to the post 2035 full buildout. Estimates for the Preferred Alternative have also been included in the updated table to better illustrate the comparison of the Preferred Alternative to the three alternatives explored in this chapter.

The CAC carefully reviewed the three alternatives making fine-grained decisions to create a preferred development concept that would both allow enough development to achieve the goals for streets and streetscape and parks and open space, and be considerate of views, the human-scale experience, and the context. The preferred alternative, detailed in the Preferred Urban Design Framework chapter, is a combination of parts of Alternative One and Alternative Two.

In addition to a comparative evaluation of development concepts, the CAC also evaluated options for transportation and parks and open space. These final decisions are described in the following section.

COMPARATIVE EVALUATION

In order to understand the difference between the No Action Alternative, Alternative One, and Alternative Two the CAC reviewed 3D massing diagrams that showed how each alternative would look and feel from different viewpoints. The graphics on the following pages show views from key locations in the Study Area in order to understand impact on views as well as scale of buildings in respect to topography. The following chart summarizes the maximum potential development in square feet that each option would allow.

TABLE 2.01: MAXIMUM POTENTIAL DEVELOPMENT

	Existing	Net New Development				Total Development			
		No Action Alternative	Alternative 1 (Medium)	Preferred Alternative	Alternative 2 (High)	No Action Alternative	Alternative 1 (Medium)	Preferred Alternative	Alternative 2 (High)
2035	3,605,000	625,636	9,424,000	12,591,500	12,747,000	4,230,636	13,029,000	16,196,500	16,352,000
Ultimate Full Buildout Post 2035 (SF)	3,605,000	625,636	12,747,000	15,435,000	19,195,500	4,230,636	16,352,000	19,040,000	22,800,500

Table 2.01 has been adjusted to include maximum potential development estimates for the 2035 planning horizon, in addition to the post 2035 full buildout. Estimates for the Preferred Alternative have also been included in the updated table to better illustrate the comparison of the Preferred Alternative to the three alternatives explored in this chapter.

The CAC carefully reviewed the three alternatives making fine-grained decisions to create a preferred development concept that would both allow enough development to achieve the goals for streets and streetscape and parks and open space, and be considerate of views, the human-scale experience, and the context. The preferred alternative, detailed in the Preferred Urban Design Framework chapter, is a combination of parts of Alternative One and Alternative Two.

In addition to a comparative evaluation of development concepts, the CAC also evaluated options for transportation and parks and open space. These final decisions are described in the following section.

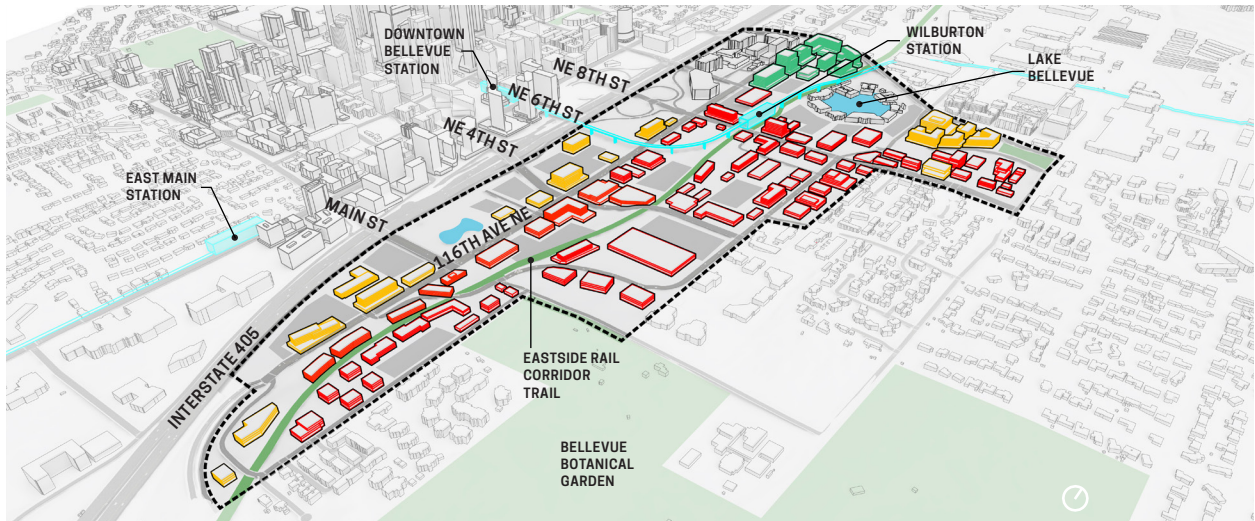


FIGURE 3.22: NO ACTION ALTERNATIVE MASSING

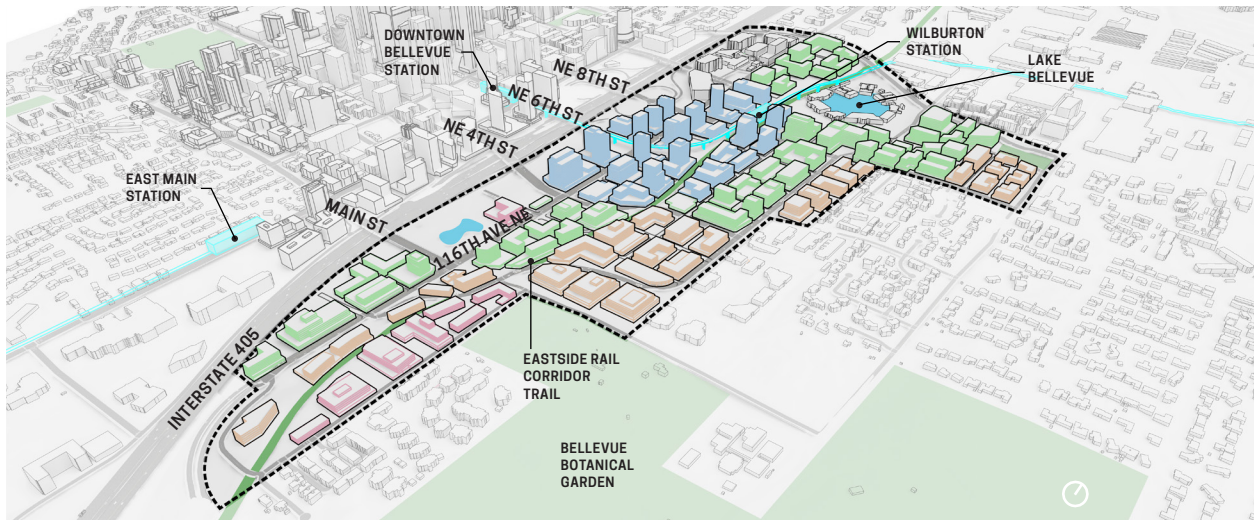


FIGURE 3.23: ALTERNATIVE ONE MASSING

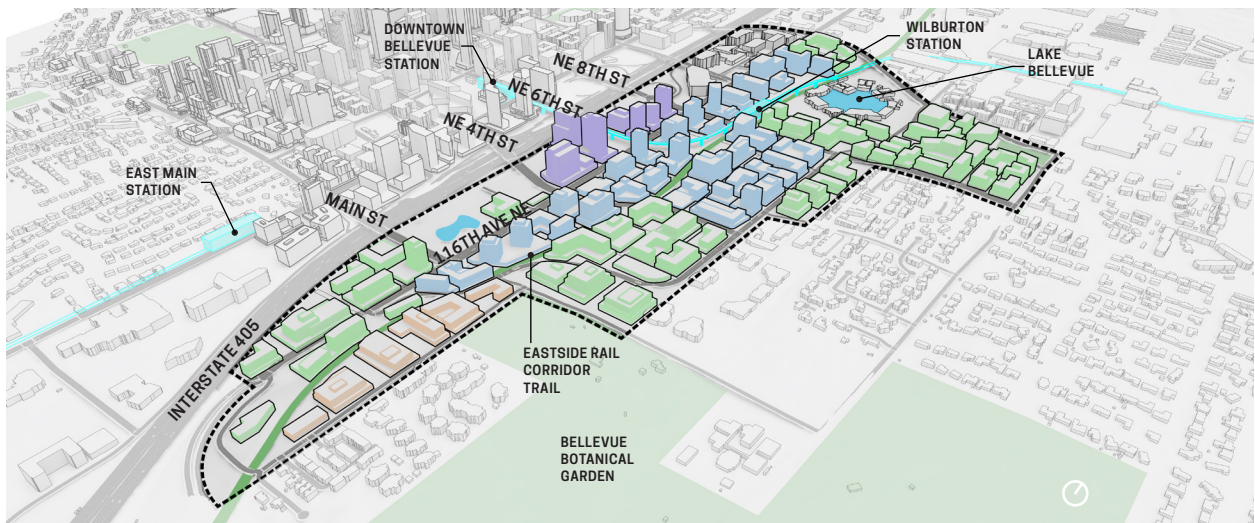


FIGURE 3.24: ALTERNATIVE TWO MASSING

WEST FROM NE 8TH ST & 124ND AVE NE



FIGURE 3.25: NO ACTION ALTERNATIVE

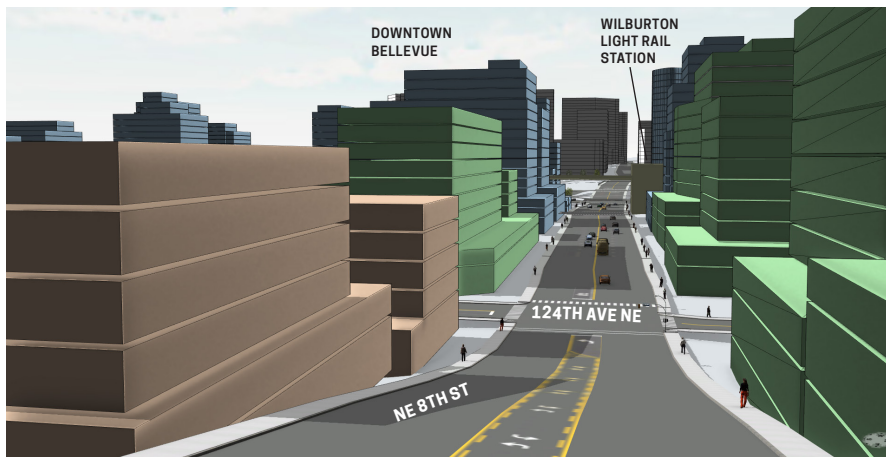


FIGURE 3.26: ALTERNATIVE ONE

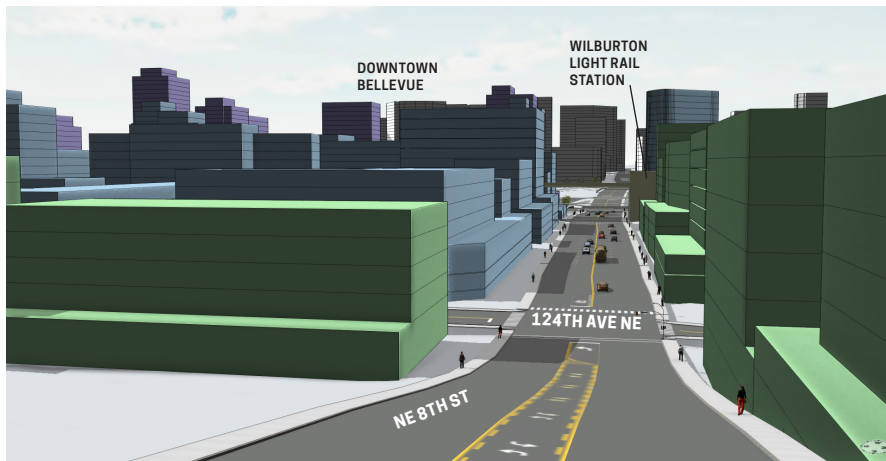


FIGURE 3.27: ALTERNATIVE TWO



NORTH FROM 116TH AVE NE & MAIN ST



FIGURE 3.28: NO ACTION ALTERNATIVE

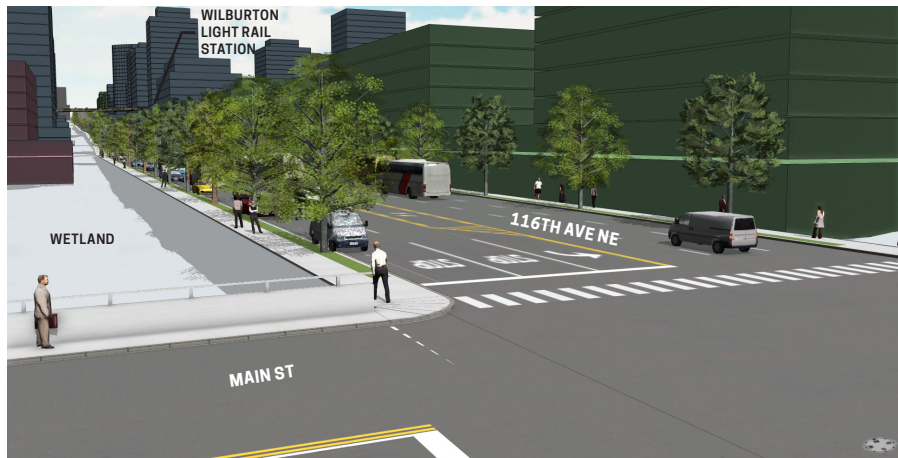


FIGURE 3.29: ALTERNATIVE ONE



FIGURE 3.30: ALTERNATIVE TWO

SOUTH FROM ERC AT NE 12TH ST



FIGURE 3.31: NO ACTION ALTERNATIVE

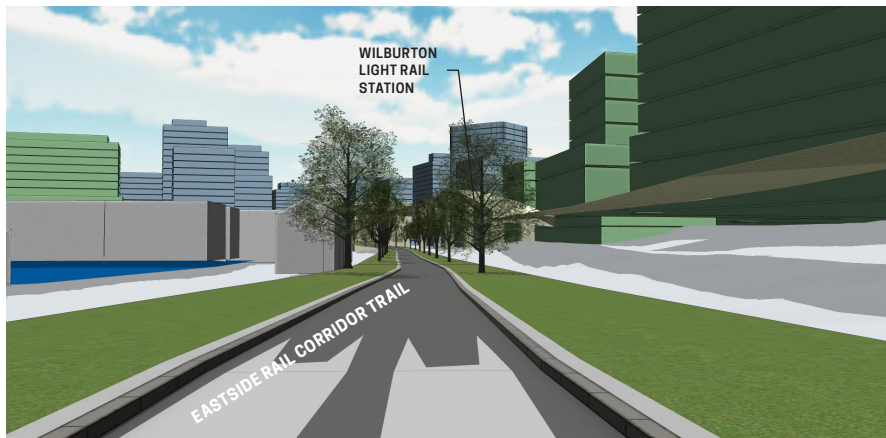


FIGURE 3.32: ALTERNATIVE ONE

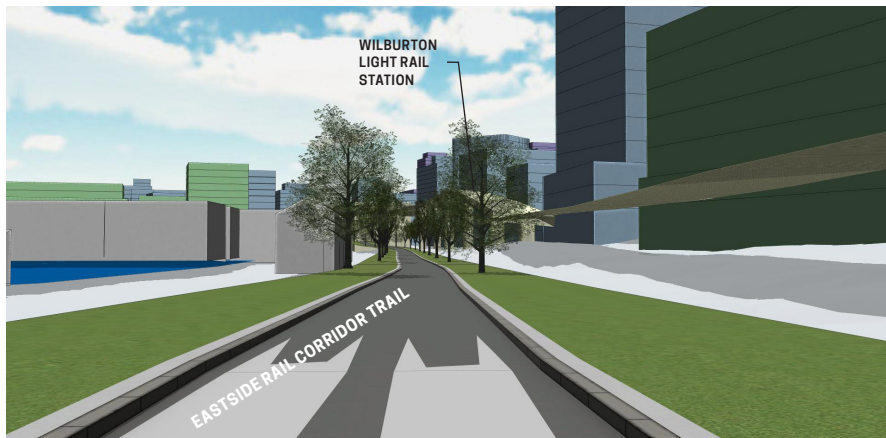


FIGURE 3.33: ALTERNATIVE TWO



WEST FROM 120TH AVE NE & NE 5TH ST



FIGURE 3.34: NO ACTION ALTERNATIVE



FIGURE 3.35: ALTERNATIVE ONE

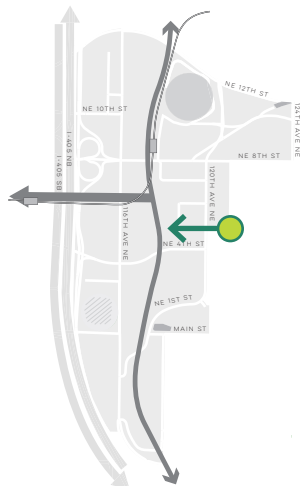


FIGURE 3.36: ALTERNATIVE TWO

TRANSPORTATION CONCEPTS

The transportation network in the Wilburton Commercial Area is defined by large block sizes and a built environment that favors driving between destinations. Currently, auto dealerships, large format retail, hospitals, small offices, and smaller retail stores are the dominant land uses, which, in conjunction with an abundance of surface parking lots, contributes to an auto-centric environment. The Wilburton Commercial Area is bisected by the Eastside Rail Corridor Trail (ERC); this regional multi-use path will be a key community asset when completed.

NE 8th Street and 116th Avenue NE are major arterials that carry high traffic volumes through the Wilburton Commercial Area. The intersection of NE 8th Street and 116th Avenue NE is one of the largest in the city, with nine lanes of traffic on the west leg. The Study Area is substantially affected by regional traffic patterns. For residents of East Bellevue, NE 8th Street, NE 12th Street, and Bel-Red Road represent major routes to reach Downtown and I-405 because of the lack of street connectivity through the Glendale Country Club and Kelsey Creek Park areas.

THE MORE YOU KNOW - WALKSHED

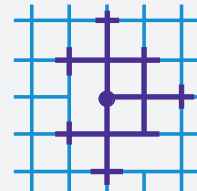
A walkshed is the walkable area around a specific point of interest. This is a tool used frequently in planning to understand accessibility of certain locations, especially public infrastructure such as transit stations. A 10-minute or approximately 1/2 mile walkshed is generally accepted as the greatest distance people will walk to access transit. This analysis tool does not show all area within a 1/2 mile of a point, but rather where a person could access using pedestrian infrastructure in 1/2 mile.

As the roadway network is expanded, the walkshed network also expands. The walkshed can also be expanded if developments are permeable, meaning they provide access through the site for pedestrians and / or bicyclists.

Crow Flies Radius Network



Walkshed Network



SEATTLE PEDESTRIAN MASTER PLAN

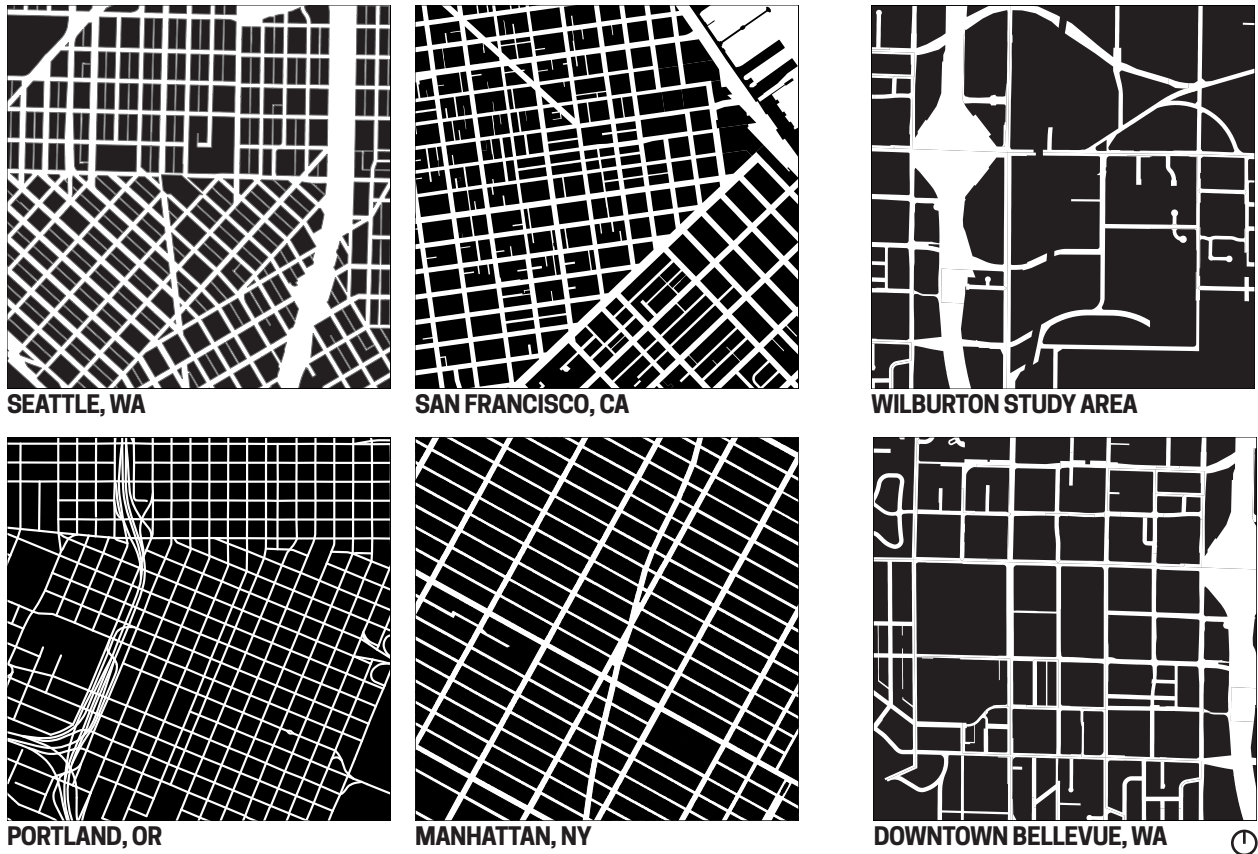


FIGURE 3.37: BLOCK SCALE COMPARISON

One square mile in different cities to demonstrate the size of Study Area blocks compared to other, more walkable urban areas.

BLOCK SIZE & PERMEABILITY

Each square in the diagram above shows 1-square-mile in the noted city. This is a useful tool to understand the scale of a typical Wilburton Commercial Area or Downtown Bellevue block in comparison to blocks in other urban areas.

Smaller block sizes promote walkability by providing multiple route options, especially if the streets are designed to a human scale. The current average block size in the Wilburton Commercial Area is approximately the size of four Downtown Bellevue blocks.

Block size can be reduced by adding streets and pedestrian and bike connections. As parcels redevelop, public investments or private development may result in new streets and connections through developments that are publicly accessible by bike and by foot. These through-block connections create permeability and help to expand the walkshed to the East Link light rail stations in and around the Study Area.



STUDY AREA STREET TYPOLOGY PRECEDENTS

Clockwise from top left: Local Street (Seattle, WA), Pedestrian Path (Oakland, CA), Alleys with Addresses (Seattle, WA), Festival Street (Batavia, IL)

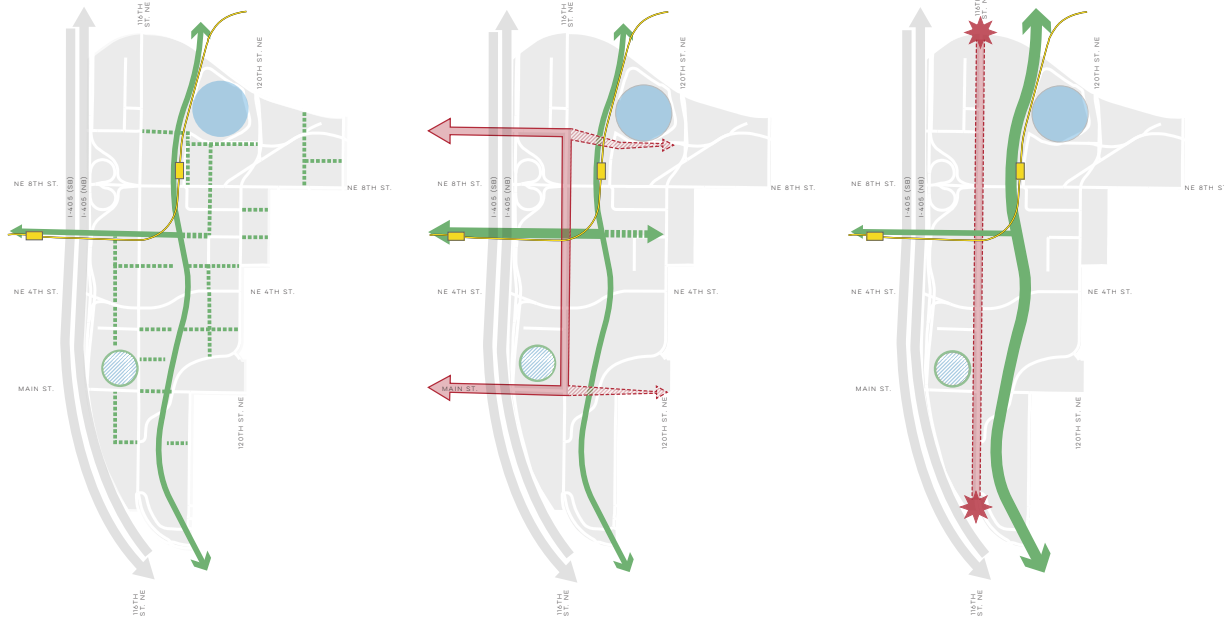
STREET CONNECTIVITY NETWORK

This planning initiative evaluated non-motorized connectivity in the Wilburton Commercial Area and how different alternatives would affect the experience for people walking and biking. Currently, there is a large difference in connectivity between Downtown and the Wilburton Commercial Area with the large blocks and infrequent arterial crossings resulting in a disjointed system. I-405 and the large blocks to the north are also barriers to connectivity from adjacent neighborhoods.

The CAC studied the addition of new local streets, pedestrian paths, alleys, festival streets, and arterial crossings throughout the Wilburton Commercial Area. These typologies are defined as follows:

- ▶ Local Streets – new street connections to increase multi-modal connectivity and access to buildings
- ▶ Pedestrian Paths – walkways between buildings, potentially including stairs and/or public art
- ▶ Alleys with Addresses – narrow, pedestrian-only alleyways that are lined with businesses
- ▶ Festival Street – flexible streets that can be reserved for pedestrian-focused events, but operate as conventional streets when events are not taking place

These features would help reduce block sizes and improve multi-modal connectivity, thereby enabling people biking and walking to more directly access destinations within the Study Area.



3.38: TRANSPORTATION CONCEPT PROVOCATION DIAGRAMS

Diagrams used to understand key transportation concepts in the Study Area. From Left: Internal Block Connections, East/West Connection and Grand Boulevard, Double Spine.

PROVOCATIONS

Early in the process, the CAC considered the following provocation diagrams which focus on multi-modal improvements and additions to the existing rights-of-way. These provocations helped lead the discussion on improving connections within and beyond the Study Area. While these frameworks were discussed separately, the final vision may incorporate elements of all.

After reviewing the provocation diagrams, the CAC provided guidance on more detailed aspects of the Study Area's transportation network. While much of the network within the Wilburton Commercial Area is already set—for example East Link light rail, the Eastside Rail Corridor Trail (ERC), and most arterial cross-sections—this planning initiative will shape several fundamental transportation elements in the Study Area including; the NE

6th Street extension, the cross-section of 116th Avenue NE, the ERC crossings at NE 8th Street and NE 4th Street, and internal connectivity.

The CAC carefully considered the most appropriate approach for each of these elements, weighing several overarching transportation considerations, such as how to create character-defining streets, enhance connectivity, and provide a cohesive connection for those walking, biking, driving, or taking public transit. The recommended improvements will provide an interconnected network of transportation options within the Wilburton Commercial Area.

INTERNAL BLOCK CONNECTIONS

This concept builds on the idea of block permeability and suggests a more robust and resilient street network in the Study Area to create a more walkable neighborhood.

OPPORTUNITIES:

- New streets & pedestrian connections (public / private) developed throughout
- New smaller blocks enhance pedestrian realm
- Connections could include active alleyways, streets, 'woonerfs' or other pedestrian / bicycle connections

CONSTRAINTS:

- May negatively impact maximization of development area for parcels

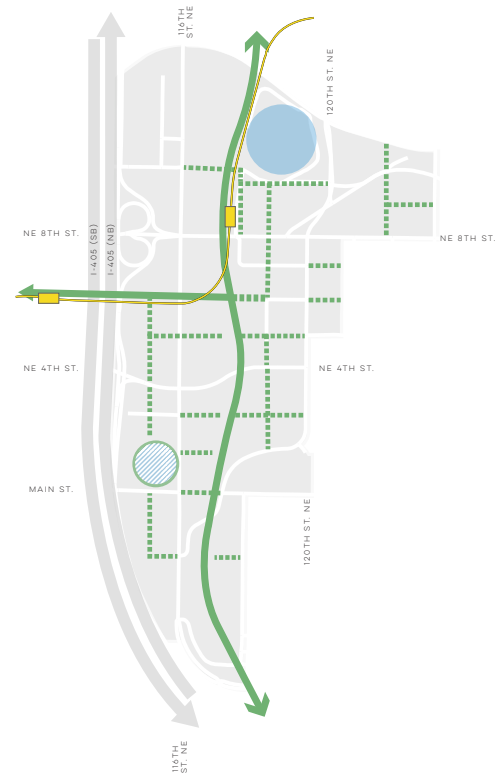


FIGURE 3.39: INTERNAL BLOCK CONNECTIONS



Flickr user ALLELUJAHANYHOW

ACTIVATED ALLEYS

Converting alleys from utilitarian rights-of-way to active public spaces creates a safer and more engaging pedestrian experience. Regulating uses at certain times of day allows service vehicles access to meet the needs of local businesses while creating 'third places' for people.



CHICAGO TRIBUNE

SHARED STREET / WOONERF

Design details such as curbless streets and textured materials encourage slower vehicle speeds and more active uses. Woonerf-style streets can become flexible spaces for community events while still allowing vehicle access.

EAST / WEST CONNECTION AND GRAND BOULEVARD

This concept focuses on the connections both to Downtown Bellevue to the west and to the Wilburton Hill Neighborhood to the east. In this concept 116th is also given priority as a grand boulevard through the Study Area core.

OPPORTUNITIES:

- Grand Connection, Main St, NE 10th St and 116th Ave NE improved as multi-modal corridors with strong pedestrian connections to and from downtown
- Continues pedestrian connections to the east
- Provides direct connection to the Eastside Rail Corridor Trail

CONSTRAINTS:

- New connections may require access easements and/or investments by others

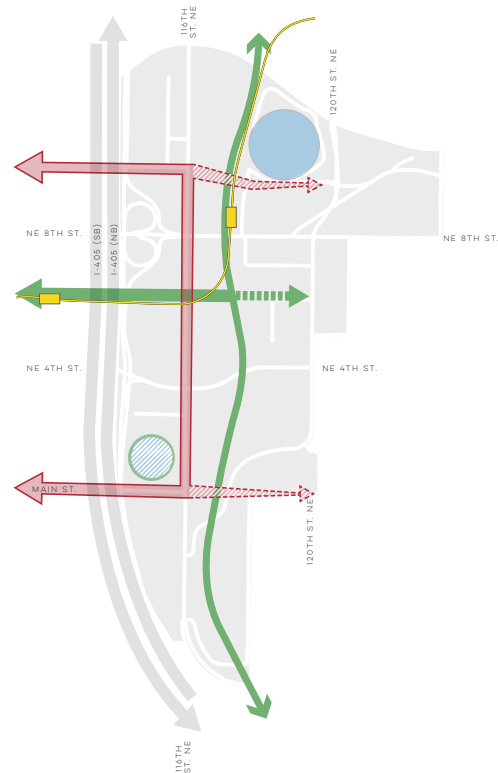


FIGURE 3.40: EAST/WEST CONNECTION / GRAND BOULEVARD



SEPARATED BIKE / PEDESTRIAN FACILITY

Safe and appealing bike and pedestrian facilities encourage people to bike and walk. This takes strain off of the vehicle transportation network and creates a healthier and more sustainable community.



PROTECTED BIKE LANE IN EXISTING STREET

Protected, buffered, bike lanes built in the existing rights-of-way create safe and appealing paths for cyclists.

DOUBLE SPINE

The double spine focuses on 116th Ave and the ERC as parallel multi-modal corridors that are central to the identity of the Study Area while serving different purposes. This concept envisions the ERC as a linear park while 116th Ave NE would function as a multimodal connection for north/south movement.

OPPORTUNITIES:

- 116th Ave and the ERC designed as complementary multi-modal corridors will create appealing options for north/south travel in the Study Area
- 116th St. serves as major boulevard 'grand street' feature
- Gateway opportunities on 116th Ave NE

CONSTRAINTS:

- Limited prioritization of east/west connections.

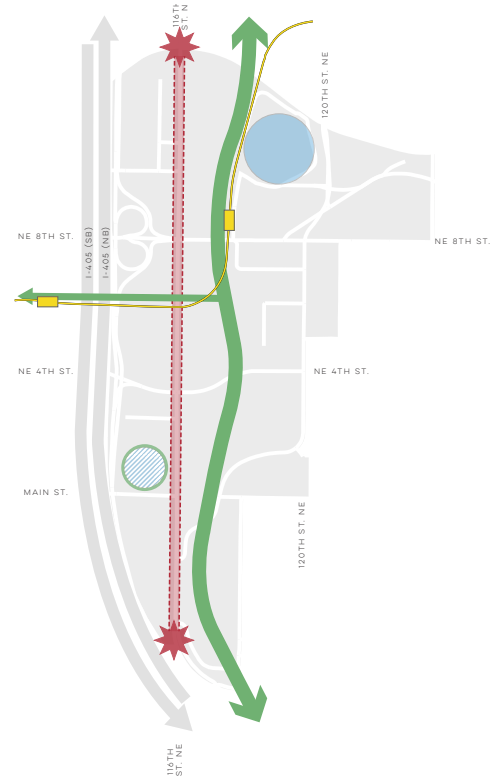


FIGURE 3.41: DOUBLE SPINE



MULTI-MODAL BOULEVARD

With people walking and biking, and slower local-access drivers buffered from through traffic, all modes can benefit. Multi-modal streets are safer and encourage people to linger, creating economic benefits along the corridor. (Source: NYC DOT)



LINEAR PARK / TRAIL

Linear parks spread the benefit of park-proximity across different parts of the city or neighborhood. This can be used for active transportation, leisure, and to build community.

PROVOCATION PREFERENCES

TRANSPORTATION PROVOCATION PREFERENCES

Members of the Citizen Advisory Committee as well as Study Area property owners and members of the public were provided sticky 'dots' to be used to identify initial preferences on the provocation diagrams. The two groups used different colored stickers to ensure that an accurate count for each group could be obtained.

The results showed an overall preference for internal block connections by both groups, followed by the east/west connection including a shortened grand boulevard, with the double spine preferred by the smallest number of participants.

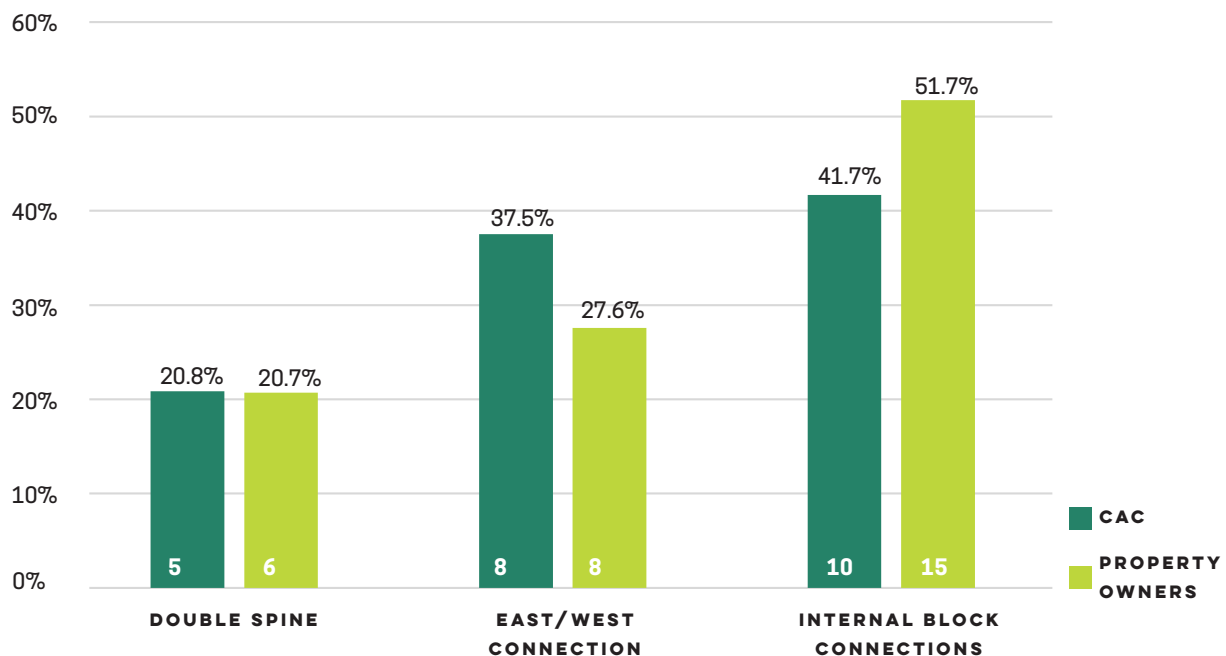


FIGURE 3.42: TRANSPORTATION PROVOCATION DIAGRAM PREFERENCES
Preference measured by percentage. Total number of votes per option shown in white.



FIGURE 3.43: NE 6TH ST EXTENSION OPTIONS
Solid yellow line shows extension to 116th Ave NE, dashed shows extension to 120th Ave NE.

NE 6TH STREET EXTENSION

Currently, NE 6th Street terminates at the center of Interstate 405, connecting the HOV lanes to Downtown Bellevue. Prior studies have considered if, and to what extent, NE 6th Street should be extended eastward into the Wilburton Commercial Area. The City’s current plans call for NE 6th Street to be extended from I-405 eastward to 120th Avenue NE. The extension is intended to alleviate congestion on NE 8th Street and to improve speed and reliability for transit.

While it is currently planned to extend to 120th Avenue NE, either a limited extension to 116th Ave NE or no extension for motorized vehicles was considered. The extension as currently planned would have two lanes open to all east-west traffic, although the I-405 ramps would remain transit/HOV only. An extension to 120th Avenue NE would be costly, include substantial property acquisition, and create another elevated piece of infrastructure within the Wilburton Commercial Area, along

with East Link and the Grand Connection. It would also potentially result in another at-grade arterial crossing of the ERC which would disrupt the continuity of the trail through the Wilburton Commercial Area. As an elevated structure, the current concept would not provide connectivity to 116th Ave NE.

This planning initiative evaluated the traffic implications of an extension to either 116th Ave NE or 120th Ave NE. The analysis suggests that extending NE 6th Street to 116th Avenue NE would exacerbate congestion on the corridors that are already the busiest, while an extension to 120th Avenue NE would distribute traffic more evenly across arterials in the Wilburton Commercial Area and create an opportunity for a local street environment east of 116th Ave NE. An extension terminating at 116th Avenue NE would reduce vehicle speeds along 116th Avenue NE and NE 8th Street under all three land use alternatives.



EXISTING 116TH AVE LOOKING SOUTH BETWEEN 4TH AND 8TH ST

Google Streetview of 116th Ave NE present day.

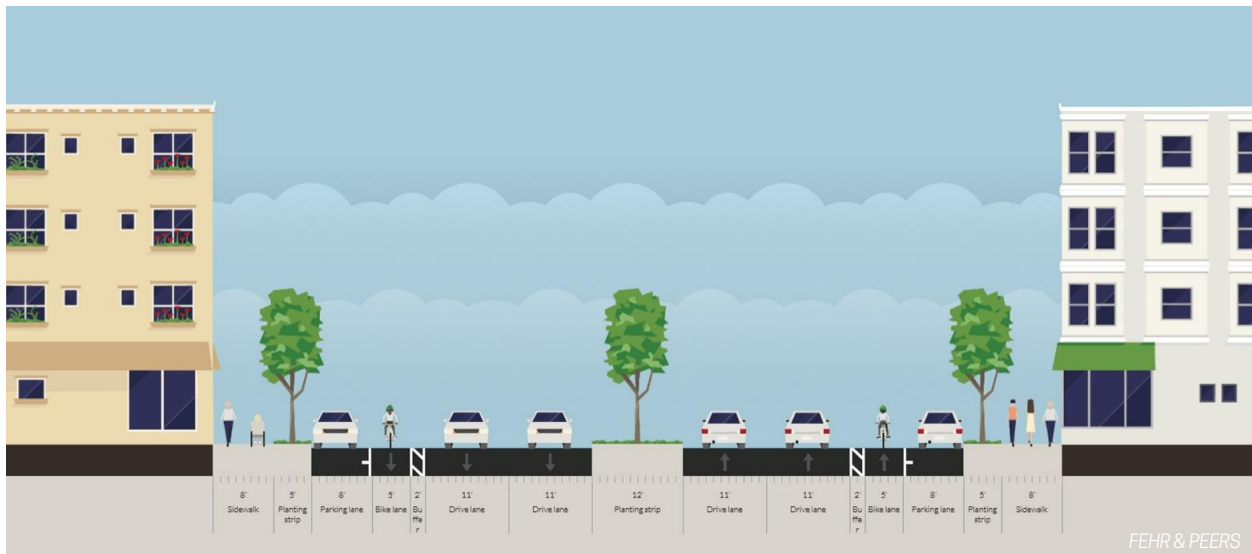


FIGURE 3.44: 116TH AVE NE PROPOSED STREETScape PLAN

Cross-section based on existing 2015 Streetscape Plan.

116TH AVENUE NE CROSS-SECTION

The main north-south arterial through the Wilburton Commercial Area – 116th Avenue NE – currently ranges in width from five to eight lanes (a combination of travel, turn, and parking lanes). In 2015, the City completed a streetscape plan that suggested a boulevard design with a planted median and buffered bike lanes. That design offers a signature multi-modal boulevard through Wilburton, but would require expansion of the right-of-way.

As part of this planning initiative, the CAC considered how that cross-section may be modified to achieve the goal of a multi-modal boulevard and re-evaluate the current streetscape plan.



FIGURE 3.45: ERC CROSSING LOCATIONS

Two key locations where arterials intersect with the Eastside Rail Corridor Trail.

EASTSIDE RAIL CORRIDOR TRAIL CROSSINGS

The Eastside Rail Corridor Trail (ERC), which traverses the Study Area in the north-south direction, extends between Renton and Snohomish, passing through Bellevue, Kirkland, Woodinville, and sections of unincorporated King County. When complete, the trail will connect these locations, greatly enhancing pedestrian and cyclist connectivity on the Eastside. The ERC currently crosses two key arterials in the Wilburton Commercial Area: NE 8th Street and NE 4th Street.

NE 8th Street poses a major crossing challenge for users of the ERC. On the north side, the ERC will be adjacent to the elevated Wilburton Station. Current direction from the City Council calls for a bridge over NE 8th Street to fully separate trail users from auto traffic. Benefits of a bridge include no impact to NE 8th Street traffic flow and continuity of the ERC with no delays for trail users. However, the bridge would

be costly and pedestrians and cyclists approaching from the south would have to travel back down to grade and double back to access Wilburton Station (no elevator or staircase is currently planned on the north side). An over-crossing would also have significant land use impacts, particularly on the south side of NE 8th Street, due to the length of the structure that would be required to come back down to grade; this could stretch to approximately the NE 6th Street extension as a ramp. Properties on either side of the trail may have limited opportunity to interface with the ERC due to the bridge structure and ramp. The crossing would also have to be coordinated with the potential NE 6th Street extension to address any potential infrastructure conflicts and its interface with the Grand Connection. This would likely compromise the opportunity to create a distinct character and active urban environment.

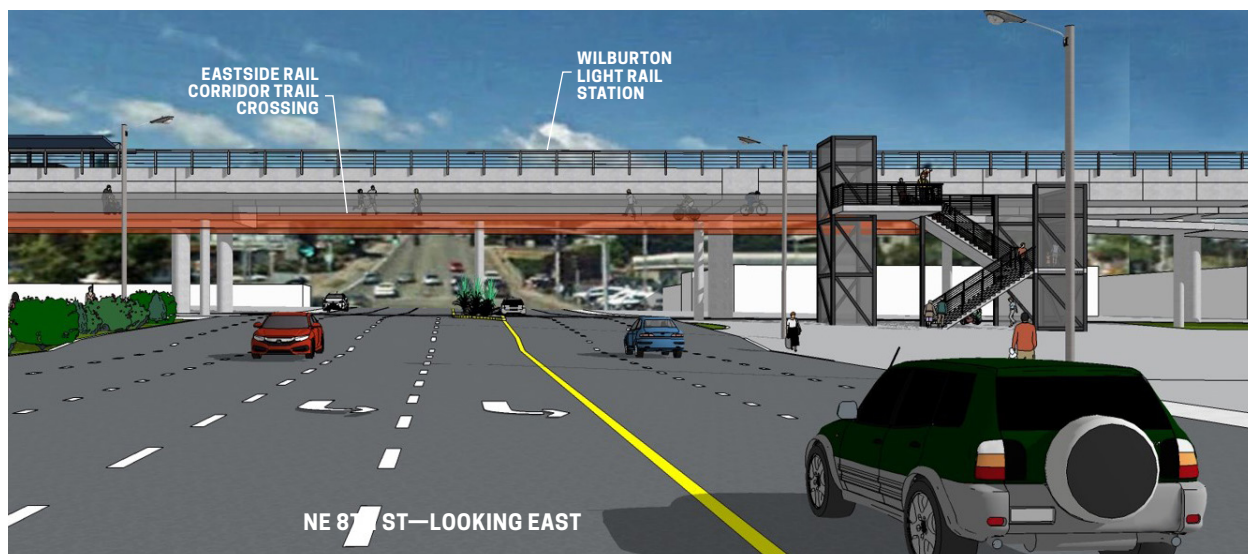


FIGURE 3.46: ERC WITH PROPOSED CROSSINGS

If the proposed elevated crossing are installed, opportunities for trail-oriented development will be severely diminished.

An at-grade crossing option along the ERC alignment would require a full signal due to the width and traffic volume on NE 8th Street. Benefits of an at-grade crossing to trail users include a more direct connection to Wilburton Station and fewer grade changes along the trail. It also encourages the development of a distinct urban environment with active uses fronting the trail. The addition of a new signal would result in a slight delay for both motorists and trail users, however microsimulation suggests that the delay is likely no more than a minute on average.

Though not as wide as NE 8th Street, NE 4th Street is another key arterial crossing for the ERC with similar issues as those described for NE 8th Street.

Keeping the trail crossing at grade would minimize the elevation changes along the trail (especially with the potential of a trail bridge over NE 8th Street) and would allow for easier access to land uses within the Wilburton Commercial Area. A trail bridge would separate the ERC and auto users, maximizing continuity of flow for all, but would be costly and introduce a grade change to the trail. An over-crossing would have land use impacts on both sides of NE 4th Street, due to the length of the structure that would be required to come back down to grade. Properties adjacent to the trail may have limitations on their interface with the ERC due to the bridge structure, and the ability to create trail-oriented development.

THE MORE YOU KNOW - MULTI-MODAL MOBILITY

A multi-modal mobility strategy is designed to address more than one "mode" (or method) of transportation for people to get around. The City of Bellevue's multi-modal mobility strategy incorporates policies for all mobility options, including walking, biking, riding transit, and driving. Multi-modal planning considers the modes of transportation and the context as inputs to design and investment decisions.

PARKS AND OPEN SPACE CONCEPTS

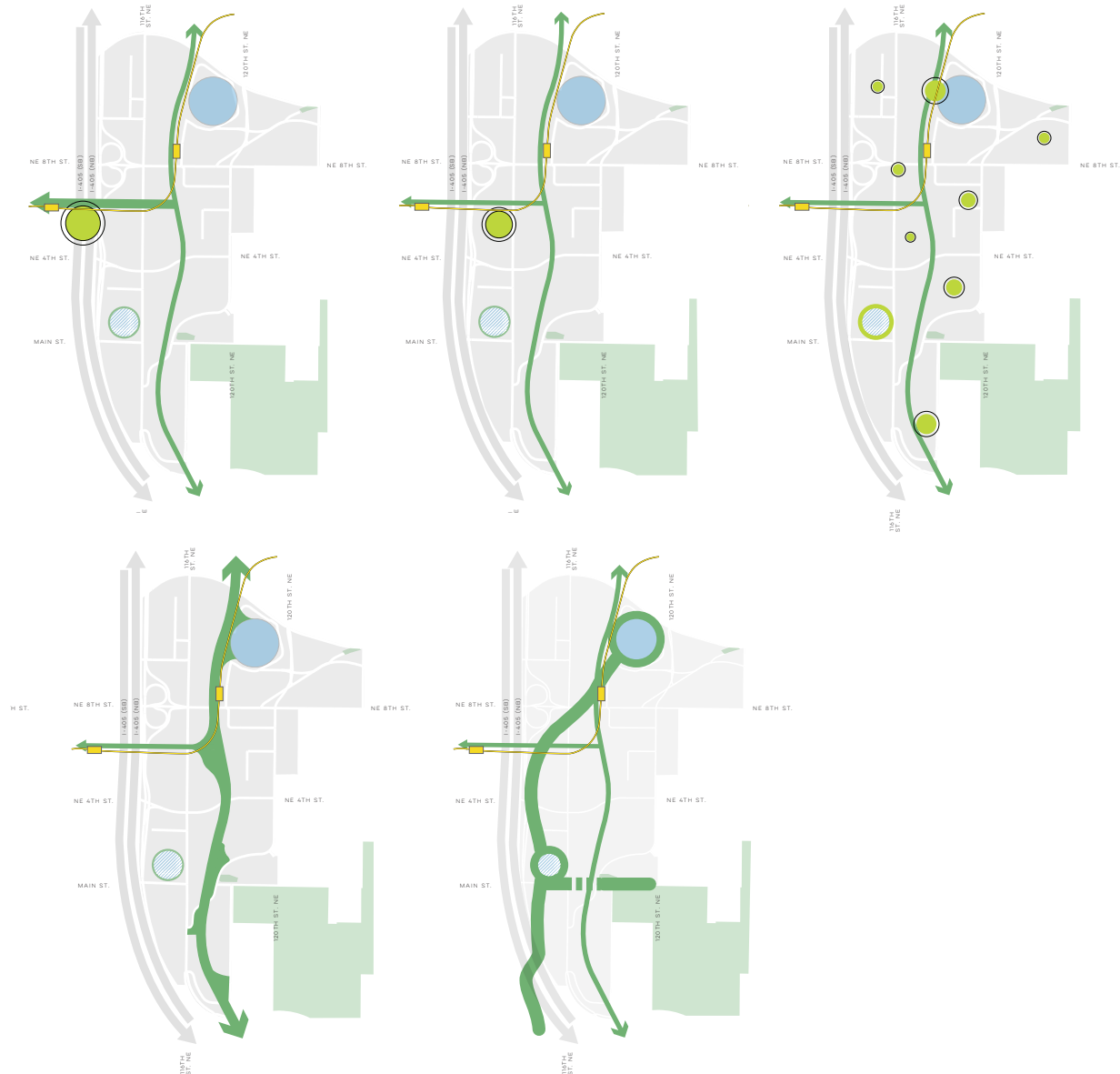
Public feedback consistently reiterated that parks and open space is one of the most important features of the vision for the Wilburton Commercial Area. While Wilburton Hill Park and the Bellevue Botanical Garden are just to the southeast of the Study Area, topography and limited facilities for a multi-modal transportation system keep these assets outside of the one-third mile walkshed that the City Parks Department uses as a standard.

With opportunities for open space through the Grand Connection effort, a number of existing natural assets in the Study Area, and the future Eastside Rail Corridor Trail, a unique opportunity exists to create a network of open spaces. As with the transportation and development distribution alternatives, the Committee was presented a number of provocations to begin identifying priorities and opportunities for open space in the Study Area.

THE MORE YOU KNOW - A CITY IN A PARK

The 2015 Bellevue Comprehensive Plan highlights Bellevue's self-declared brand as a "City in a Park." This phrase highlights the importance of natural features and public open space in the city of Bellevue. The Comprehensive Plan has a stated policy to, "Obtain, for preservation, natural areas that are sensitive to urbanization or represent a valuable natural and aesthetic resource to the community". The Wilburton Commercial Area has numerous natural and aesthetic resources that could be greatly impacted by development in the area. Development, however, can be a primary funding source for restoration of sensitive areas.





PARKS AND OPEN SPACE CONCEPT PROVOCATION DIAGRAMS

Diagrams used to understand parks and open space concepts in the Study Area. Clockwise from Top Left: Grand Connection Lid Park, Civic Center, Neighborhood Green, Natural Network, ERC Trail Linear Park.

PROVOCATIONS

In the same process that the CAC reviewed transportation concepts, provocation diagrams focusing on parks and open space were used to understand possible Study Area outcomes. These provocations helped lead the discussion on how and what type of open space should be prioritized in the Study Area recognizing

that while these frameworks were discussed separately, the final vision may incorporate elements of all.

GRAND CONNECTION LID PARK

One of the three concepts for the crossing of Interstate 405 being assessed as part of the Bellevue Grand Connection is a freeway lid park. This option could create new publicly owned land and would serve as an attractive and iconic connection between Downtown Bellevue and the Wilburton Commercial Area.

OPPORTUNITIES:

- Strengthens connection to downtown
- Maximizes development land in Study Area
- Recognizes need to connect Grand Connection with ERC
- Serves as major public park space 'bookend' in downtown Bellevue

CONSTRAINTS:

- Civic space located adjacent to the Study Area
- Lid concept cost

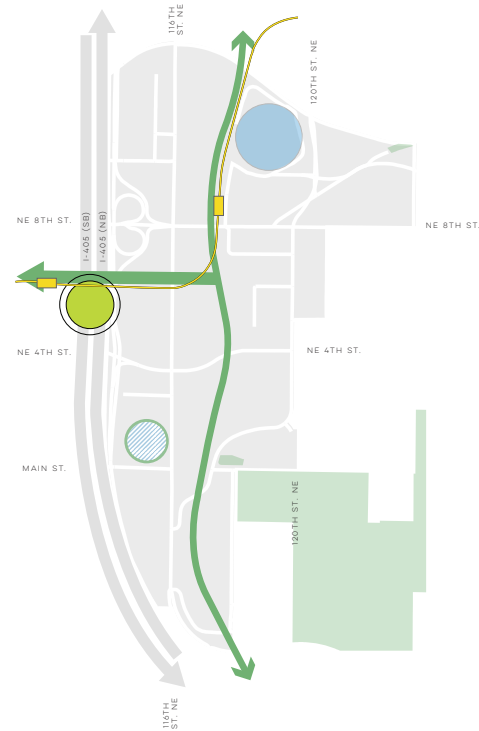
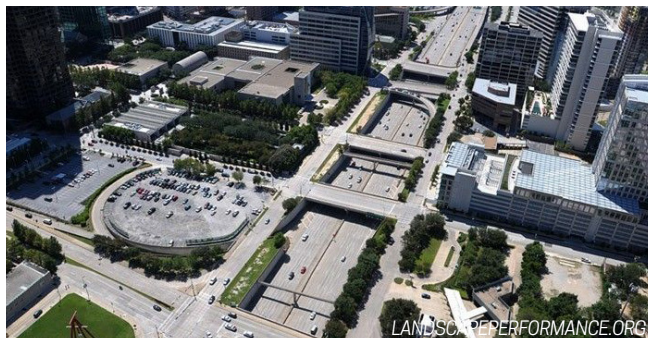


FIGURE 3.47: GRAND CONNECTION LID PARK



FREEWAY, DALLAS, TX (BEFORE)

Before construction of Klyde Warren Park this Dallas, TX neighborhood was divided by a wide and noisy freeway with overpasses designed for cars instead of people.



KLYDE WARREN PARK, DALLAS, TX (AFTER)

By building a lid-park over the freeway, the City was able to create public open space and make a people-focused connection through the neighborhood and catalyze significant private investment and development.

CIVIC CENTER

The creation of a landmark public park or open space in the core of the Study Area is one of the CAC's top parks and open space priorities. This could include space for both community gathering and recreation while also serving as a major placemaking feature.

OPPORTUNITIES:

- Leverages City & private property to create new civic space
- Creates central placemaking feature
- Potential to increase land values of adjacent properties

CONSTRAINTS:

- Focuses open space in one location
- Land cost to acquire civic park space
- Proximity to negative impacts of Interstate 405
- Loss of future development opportunities

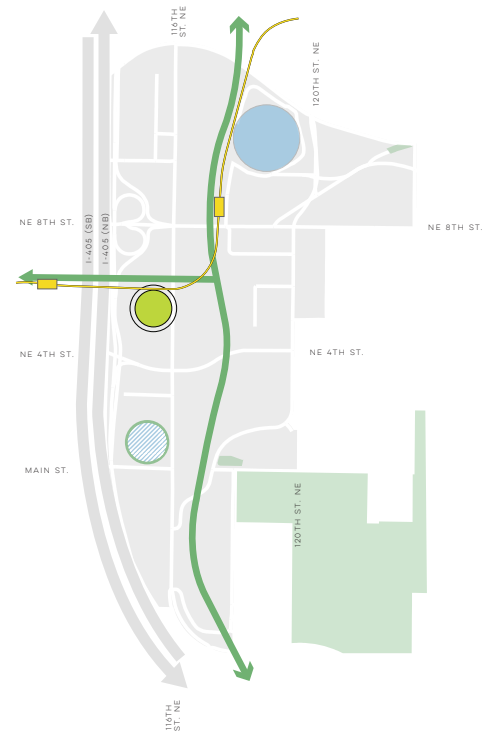


FIGURE 3.48: CIVIC CENTER



CIVIC PARK DESIGN

Large civic parks designed with hard- and softscape areas can cater to a variety of civic needs. These multi-functional spaces can be used for large public events, for play, for relaxation, and can become landmarks that attract visitors and locals alike. These spaces also provide the opportunity to add large works of public art to the public realm.

NEIGHBORHOOD GREEN

In order to improve physical and mental health as well as social capital within the Study Area, it is suggested that most occupied development be located within a quarter mile of a civic or passive space and within a half mile of a recreational space per LEED-ND.

OPPORTUNITIES:

- Provides multiple park / open spaces throughout Study Area
- Provides different types of space: pocket parks, plazas, neighborhood parks, nature parks, etc
- Shortens distance between public spaces (See The More You Know: LEED-ND in chapter four)
- Placemaking opportunities throughout the Study Area

LIMITATIONS:

- No clear central park feature

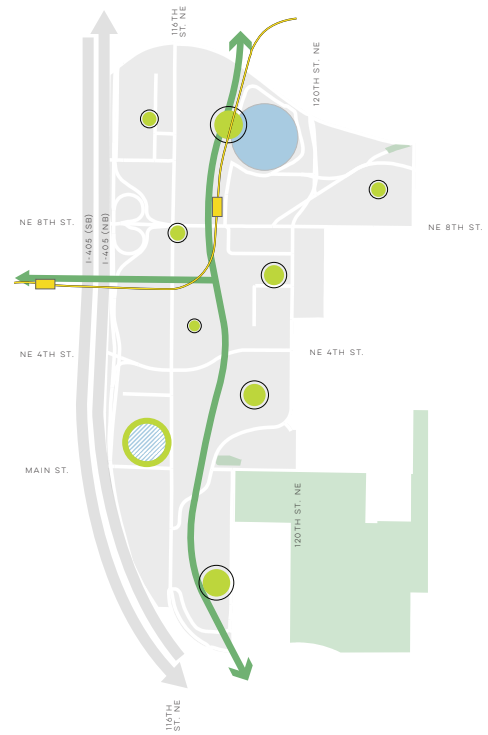


FIGURE 3.49: NEIGHBORHOOD GREEN



CHILDREN PLAY AREA AT NEIGHBORHOOD PARK

Creating public space designed for children and families is key to creating a neighborhood that is friendly to people of all ages and abilities.



URBAN POCKET PARK

Pocket parks provide public space even where there is little space available to build. Pocket parks can serve residents, employees, and visitors with diverse programming.

EASTSIDE RAIL CORRIDOR TRAIL (ERC) LINEAR PARK

The Eastside Rail Corridor Trail is an incredible opportunity to repurpose existing infrastructure into a vibrant, neighborhood-defining public park and regional trail connection. If designed to its full potential, the ERC can become the spine of the Study Area used both for sustainable transportation and for community building with spaces designed for people to linger.

BENEFITS:

- Maximizes the ERC as open space
- Multiple park spaces connect to trail
- Encourages walk and bike trips
- Adjacent uses have opportunity to activate public spaces

LIMITATIONS:

- Primarily benefits properties adjacent to ERC
- May require new public use easements

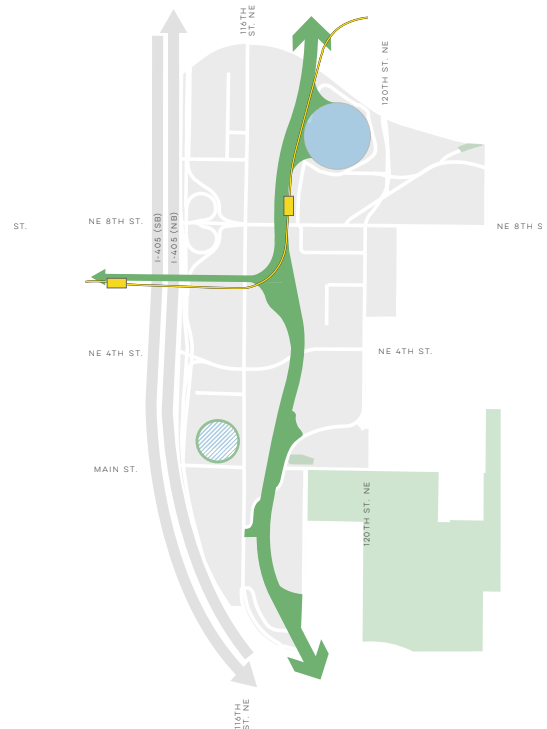


FIGURE 3.50: ERC LINEAR PARK



HIGHLINE PARK, NYC

The Highline Park in Manhattan is an excellent example of unused public infrastructure repurposed as a place for people to linger and to have exposure to nature in a dense urban environment.



SAGRERA LINEAR PARK, BARCELONA, ES

The Sagrera Linear Park is envisioned as "green lungs" for Barcelona covering nearly 40 acres diagonally across the city. The park will bring slow motion to the dense urban city.

NATURAL NETWORK

The Study Area includes several important natural water systems including Lake Bellevue, a wetland north of Main St, and Sturtevant Creek which runs through the Study Area, currently mostly piped underground. This option emphasizes the existing water system taking inspiration from stream daylighting and wetland renewal projects and the planned ERC project.

BENEFITS:

- Restores and celebrates existing natural elements
- Opportunities for sustainable best practice design
- Creates smaller loop walks

LIMITATIONS:

- Land ownership around Lake Bellevue
- Public cost to redesign Lake Bellevue and stormwater systems



FIGURE 3.51: NATURAL NETWORK



CREEK DAYLIGHTING

The Thornton Creek Water Quality Channel project in the Northgate neighborhood of Seattle is designed to remove pollutants from stormwater by slowing urban runoff before flows enter Thornton Creek. The Water Quality Channel is heavily planted with native species and functions both as a piece of civic infrastructure and as a public amenity faced by residential and commercial uses.

PROVOCATION PREFERENCES

PARKS AND OPEN SPACE PROVOCATION PREFERENCES

As with the transportation concepts, members of the Citizen Advisory Committee as well as Study Area property owners and members of the public were provided sticky 'dots' to be used to identify initial preferences on the parks and open space provocation diagrams. The two groups used different colored stickers to ensure that an accurate count for each group could be obtained.

The results showed a strong preference for the Grand Connection Lid, followed by the ERC Linear Park for the CAC. Conversely, the property owners expressed preference for the central civic space with the Grand Connection Lid and ERC Linear Park tied for second.

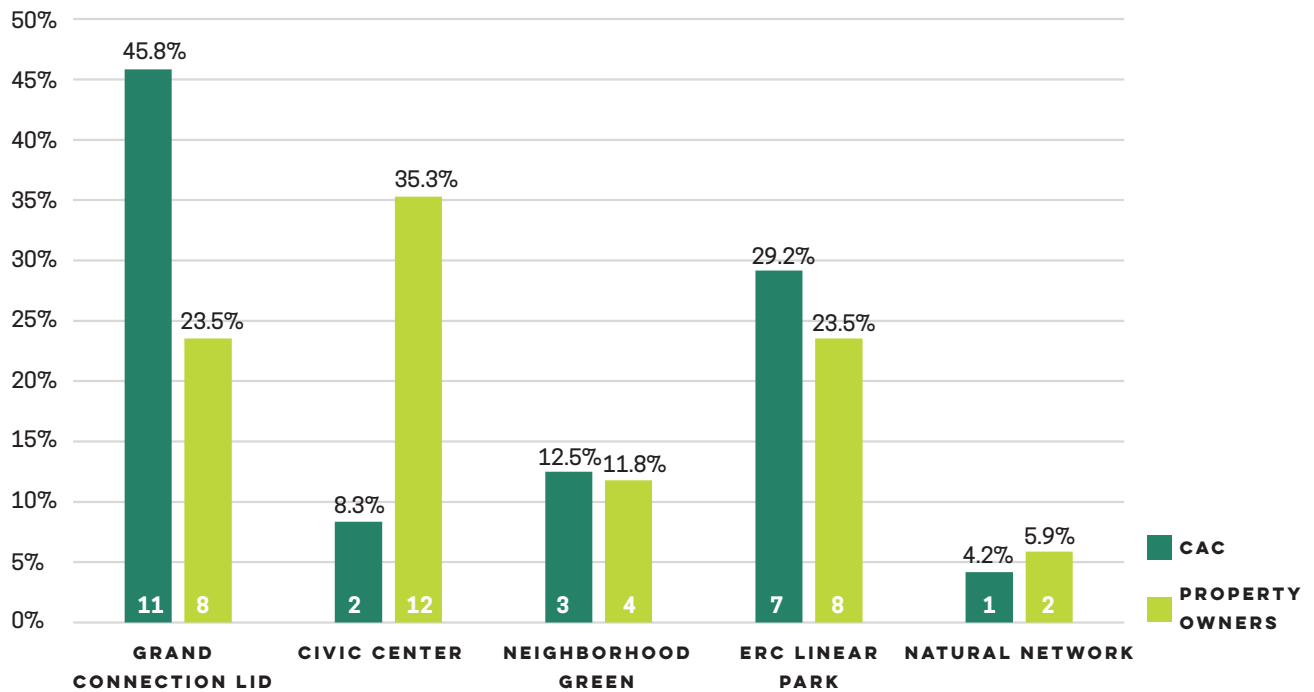


FIGURE 3.52: PARKS AND OPEN SPACE PROVOCATION DIAGRAM PREFERENCES
 Preference measured by percentage. Total number of votes per option shown in white.





04 PREFERRED URBAN DESIGN FRAMEWORK

This section describes the Citizen Advisory Committee vision for the Wilburton Commercial Area regarding development distribution and density, a multi-modal transportation network, and parks and open space distribution and character. The CAC also developed Design Principles relating to building typology and street frontages, transportation systems, and open space.

PREFERRED DEVELOPMENT OPTION

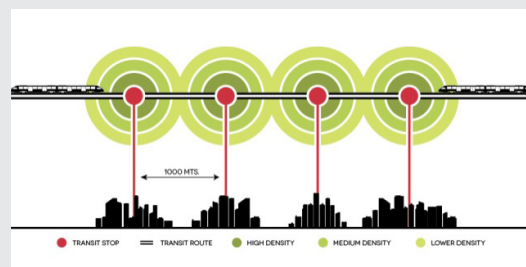
The preferred development concept for the Wilburton Commercial Area is a hybrid of Alternatives One and Two. The result is a concept that encourages the greatest density close to Downtown Bellevue and along the west side of the Eastside Rail Corridor Trail (ERC), but is thoughtful in respect to the existing context east of the Study Area. The careful step-down of density toward the edges of the Study Area is designed to transition from Downtown Bellevue heights to heights more reflective of the surrounding BelRed, Spring District, East Main Station Area, and the Wilburton Hill neighborhood. This scheme recognizes the Wilburton Commercial Area as the nexus between

these Bellevue neighborhoods, but also its need to be a distinct place.

The preferred development concept allows for the greatest building heights, between 300 and 450 feet in the area bounded by Interstate 405 to the west, 116th Ave NE to the east, and NE 8th St and NE 4th St to the north and south, respectively. The building height then steps down to 200 to 250 feet between 116th Ave NE and the ERC while allowing for the same height to straddle the ERC between NE 8th St and NE 4th St. The building height is stepped down again to heights between 120 and 160 feet at the far northern and southern ends of the Study Area to create a transition

THE MORE YOU KNOW - TRANSIT-ORIENTED DEVELOPMENT

Transit-Oriented Development is the development of a mixture of residential, office, retail and/or other amenities in close proximity to quality transit infrastructure. This type of development encourages more people to live, work, and play close to transit and in turn lowers dependence on cars for daily activities. Transit-Oriented Development is most successful in areas that are walkable and designed for people of all ages and abilities as well as for all modes of transportation.



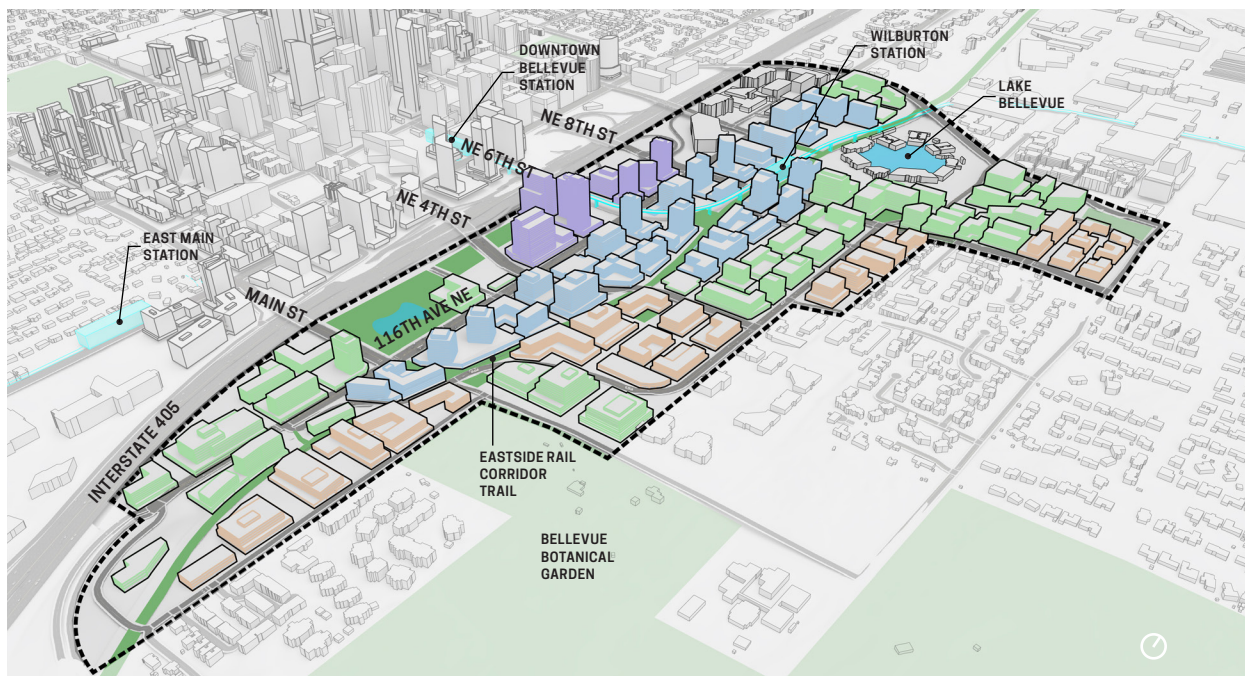


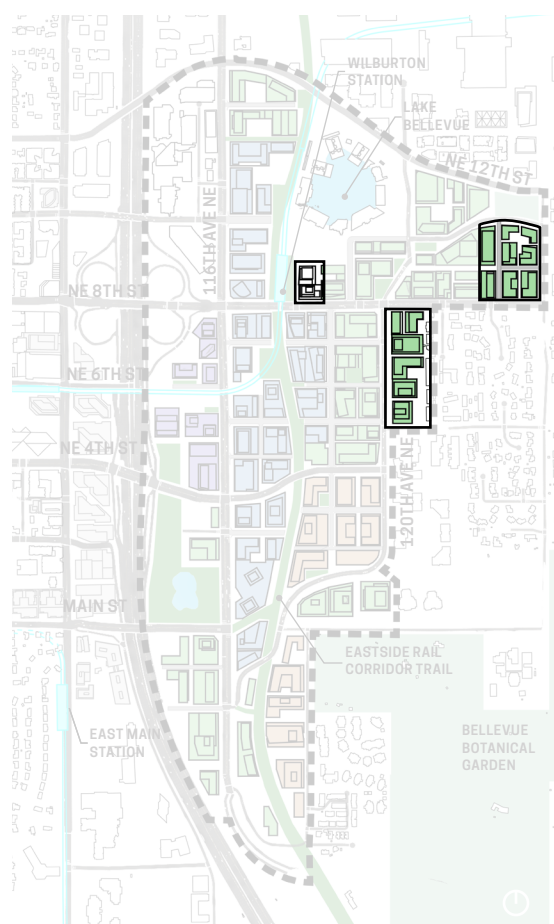
FIGURE 4.01: PREFERRED ALTERNATIVE MASSING

Includes full buildout of Downtown Bellevue. Buildings planned or under construction shows with thick black outlines.

to the BelRed and Spring District zoning to the north and between the East Main light rail station low-rise residential area to the southwest and southeast. Heights are also slightly lower near Lake Bellevue in consideration of the poor soil conditions which would likely restrict the construction of taller buildings.

In order to encourage an interesting and variable skyline, the vision allows development on a single site to have a shared average maximum building height. This means that if a developer proposed two high rise towers and wants to exceed the maximum height allowed, the second tower may be shorter so that the average of the two is equal to the maximum height allowed. This variable height exception should have an absolute height limit consistent with the general vision of the Study Area, this exact height is yet to be determined.

Highlighted sections of Figure 4.02 corrected to match building heights shown in Figure 4.01.



BUILDING HEIGHTS

- NO CHANGE
- 35'-55'
- 70'-100'
- 120'-160'
- 200'-250'
- 300'-450'

FIGURE 4.02: PREFERRED ALTERNATIVE PLAN

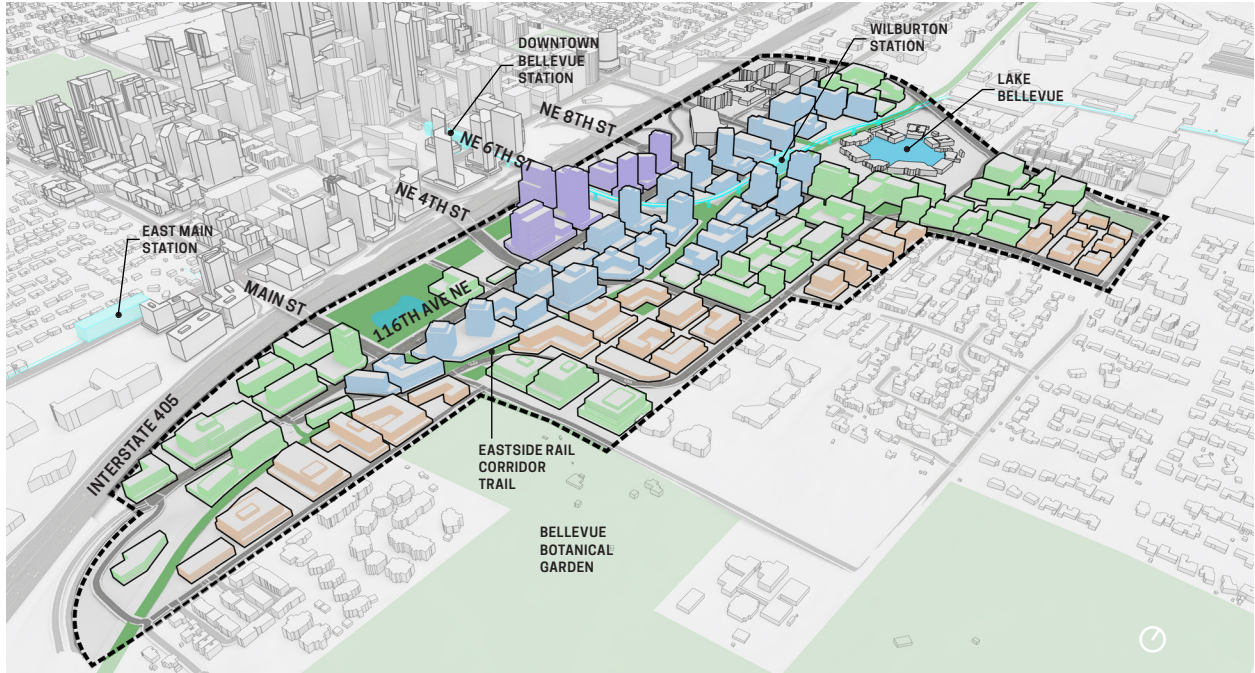
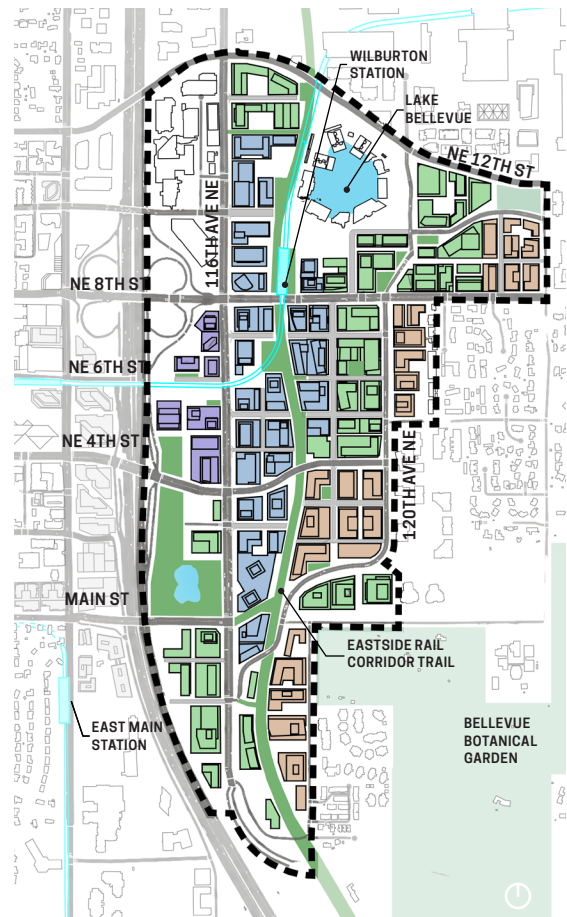


FIGURE 4.01: PREFERRED ALTERNATIVE MASSING

Includes full buildout of Downtown Bellevue. Buildings planned or under construction shows with thick black outlines.

to the BelRed and Spring District zoning to the north and between the East Main light rail station low-rise residential area to the southwest and southeast. Heights are also slightly lower near Lake Bellevue in consideration of the poor soil conditions which would likely restrict the construction of taller buildings.

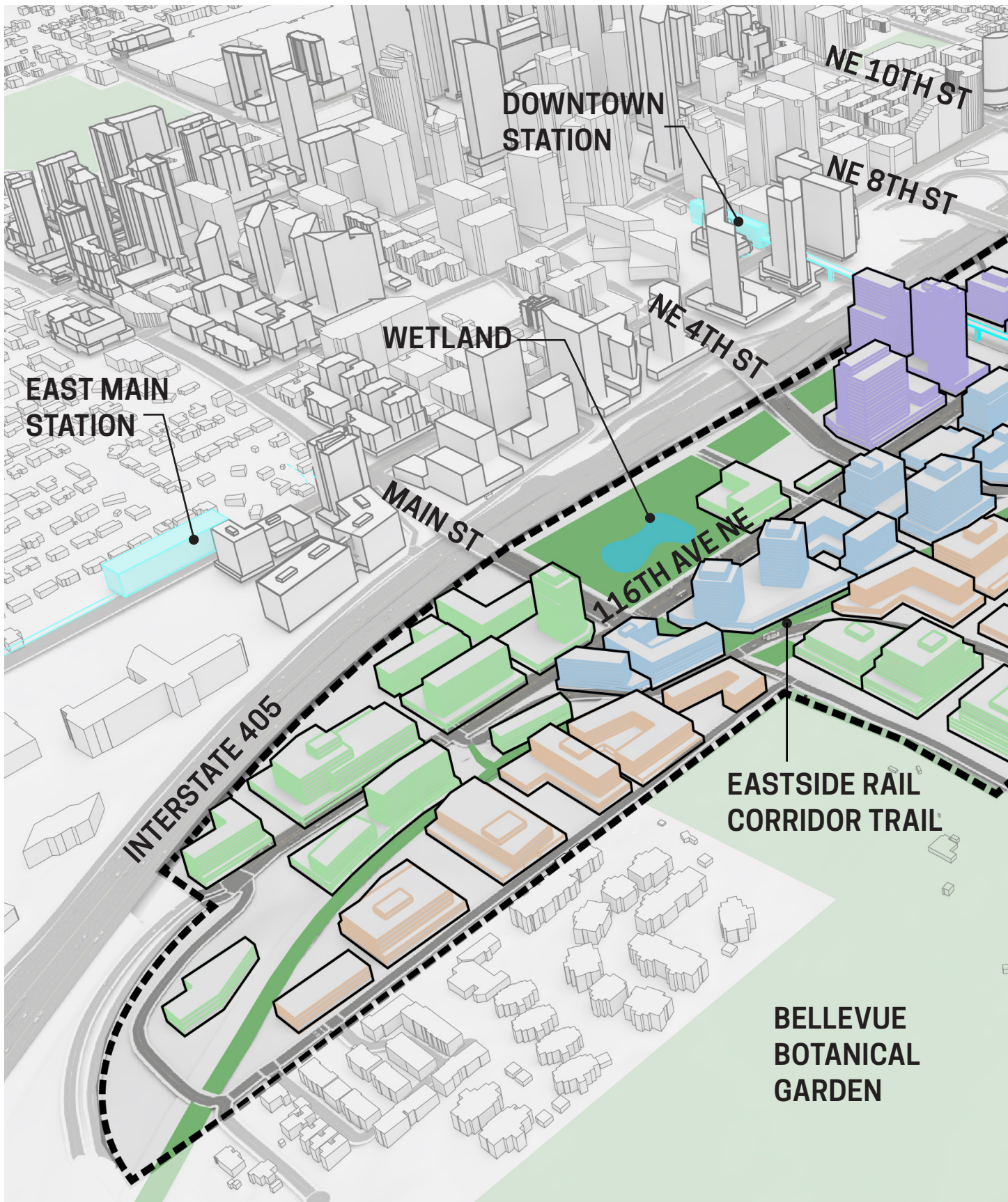
In order to encourage an interesting and variable skyline, the vision allows development on a single site to have a shared average maximum building height. This means that if a developer proposed two high rise towers and wants to exceed the maximum height allowed, the second tower may be shorter so that the average of the two is equal to the maximum height allowed. This variable height exception should have an absolute height limit consistent with the general vision of the Study Area, this exact height is yet to be determined.



BUILDING HEIGHTS

NO CHANGE	White
35'-55'	Pink
70'-100'	Orange
120'-160'	Green
200'-250'	Blue
300'-450'	Purple

FIGURE 4.02: PREFERRED ALTERNATIVE PLAN





STREET LEVEL VIEWS

These massing studies suggest the potential street-level experience at key

points throughout the Study Area using the preferred development concept.

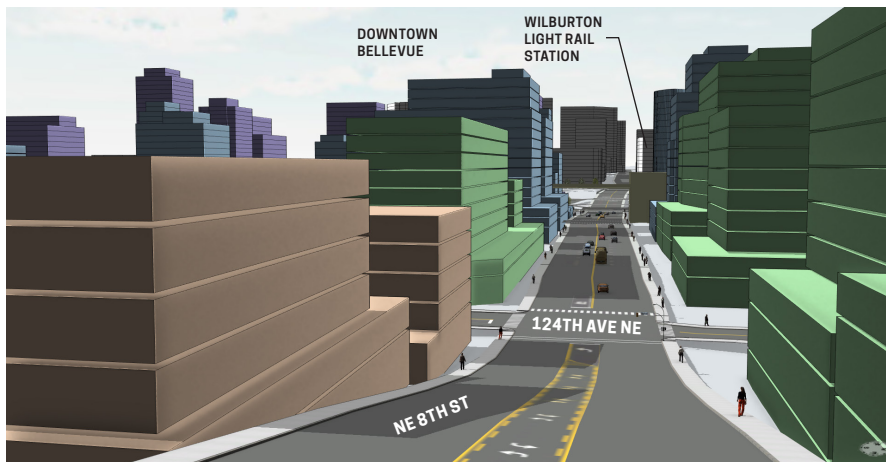


FIGURE 4.03: NE 8TH ST AND 124TH AVE NE (WEST)

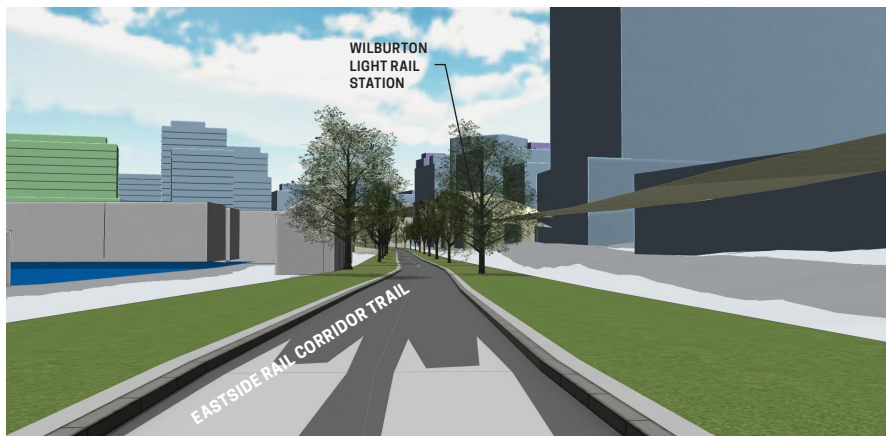


FIGURE 4.04: ERC AND NE 12TH ST (SOUTH)





FIGURE 4.05: MAIN ST AND 116TH AVE NE (NORTHEAST)



FIGURE 4.06: NE 5TH ST AND 122ND AVE NE

LAND USE

The Wilburton Commercial Area is envisioned as a vibrant and diverse neighborhood with a mix of residential dwellings, offices, and places for recreation and entertainment to allow residents, workers, and visitors to engage in a range of day and night activities. In practice, this means encouraging flexibility for developers in order to achieve the vision for the Study Area.

While the entire Study Area is envisioned as a mixed use urban neighborhood, the Citizen Advisory Committee saw opportunities for certain portions of the Study Area to take on more context-sensitive characters with a preference for certain land use type over others.

The southern portion of the Study Area is envisioned as being more residential in nature with less intense land uses. This reflects the existing residential uses in that portion of the Study Area and the adjacent residential uses to the east.

The northwest portion of the Study Area is envisioned as complimenting the existing health care uses with new offices, hotels, and limited residential uses. The parcels closest to the light rail station would have a higher density in response to the desire for transit-oriented development.

The core of the Study Area is envisioned as a vibrant mixed use neighborhood with a mix of residential, office, retail, and restaurants. This area has been seen as the destination of the Study Area, where people from all over the region will visit for a range of activities including work, shopping, entertainment, social gathering.

The north and east portions of the Study Area are envisioned as mixed use areas complimenting their surrounding neighborhoods of the Spring District and Wilburton Hill Neighborhood. These areas will function as a transition zone, buffering the single family zone to the east and matching the mixed use Spring District to the north.

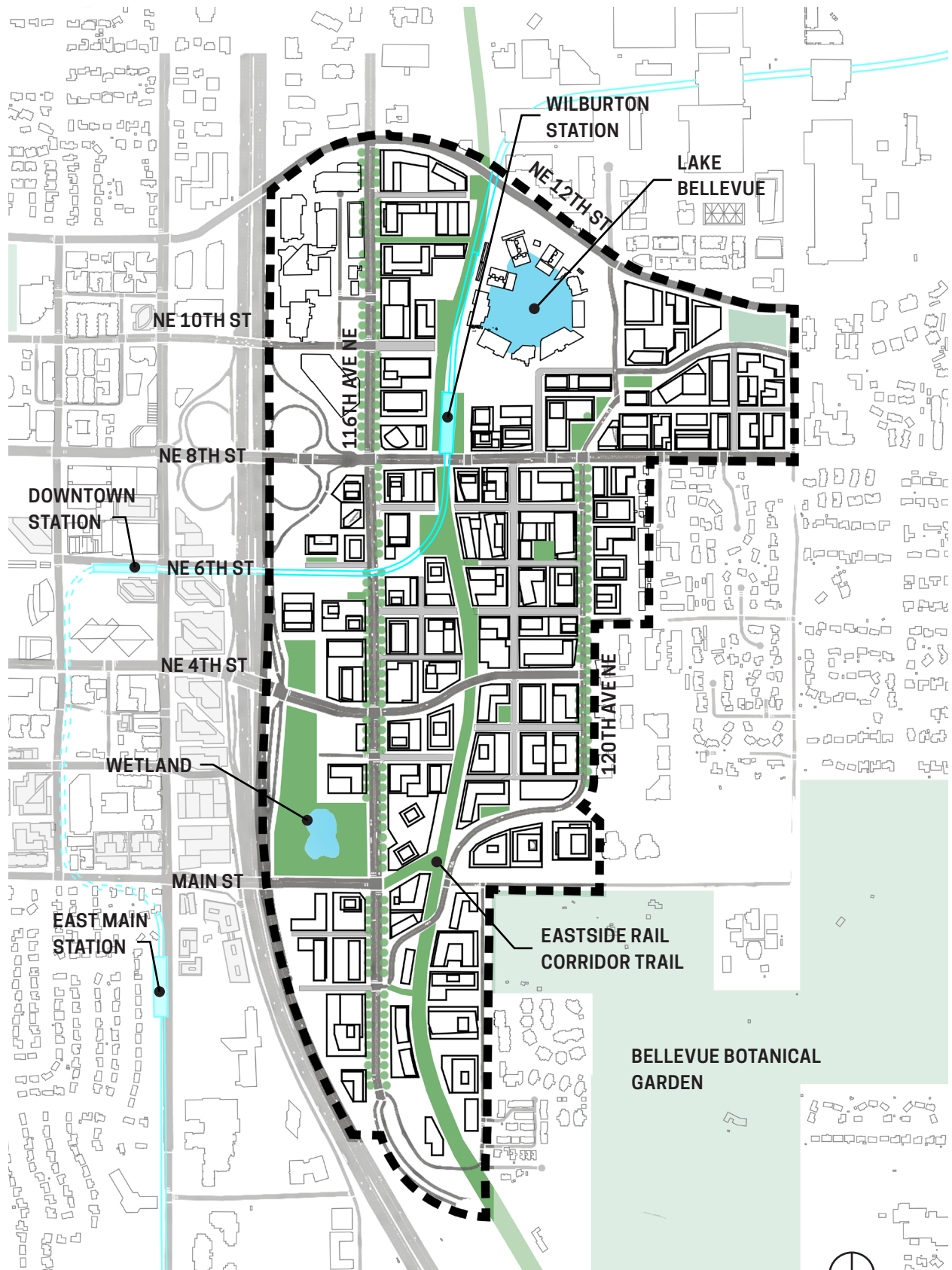


FIGURE 4.07: PREFERRED DEVELOPMENT PLAN

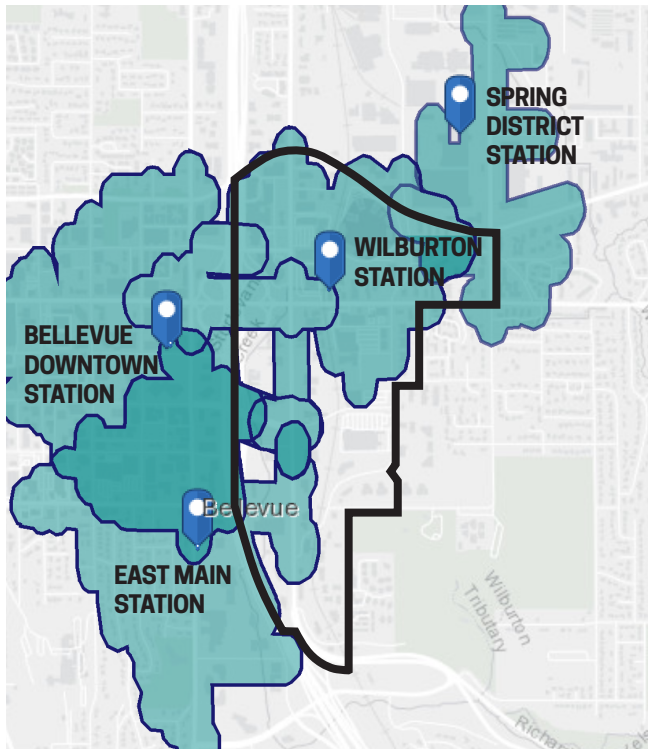


FIGURE 4.08: LIGHT RAIL STATION WALKSHED
The highlighted area shows what portion of the Study Area can be reached within a 10-minute walk of a light rail station given the existing street grid.



TRANSIT-ORIENTED DEVELOPMENT
Transit-oriented development in Rockville, MD

TRANSIT-ORIENTED DEVELOPMENT

The majority of the Wilburton Commercial Area is within a 10-minute walk of at least one of four stations—East Main, Wilburton, Spring District, and Bellevue Downtown—on the East Link light rail line due to open in 2023. This proximity creates an opportunity for transit-oriented development in the Study Area. Sound Transit currently estimates approximately 50,000 daily riders by 2030 on the East Link light rail extension, with transit-oriented development creating the potential for even greater ridership.

The Wilburton Commercial Area, as envisioned by the Citizen Advisory Committee, is to be a walkable and vibrant urban neighborhood. Encouraging development of residential, retail, and office buildings within walking distance of high-capacity transit will help further the Study Area vision while

simultaneously increasing utilization of this major public investment in sustainable transportation. The CAC recognized the opportunity for the light rail station to be a catalyst for the Study Area vision and this is reflected in the added density around the station.

As the example from Rockville, Maryland above shows, successful transit-oriented development incorporates transit into the fabric of urban life. When riders exit the Bethesda Metro station they are greeted by an active, vibrant streetlife. Well distributed ground-floor retail and restaurants, wide sidewalks with safe crossings and street trees, as well as significant residential development around the station bring day and night street activity to what could have otherwise been a typical suburban park-and-ride.



ATLANTA BELTLINE



WASLA

EXISTING TRAIL-ORIENTED DEVELOPMENT

Left: Atlanta Beltline, Right: Tacoma Prairie Line Trail

TRAIL-ORIENTED DEVELOPMENT

The Wilburton Commercial Area preferred development concept envisions development with activated frontages on the planned Eastside Rail Corridor Trail. This development vision will be most successful if the ERC is designed as a linear park—like the Atlanta Beltline or the Tacoma Prairie Line Trail—with opportunities for activation from abutting development with retail, restaurants with park-facing terraces, and spaces for community events.

With the inclusion of the Wilburton East Link Station, the ERC as a linear park will be well utilized, especially if there are desirable destinations fronting the park. The visioning process made clear the existing public and development interest in treating the ERC as more than just a trail. The goal is to capitalize on the opportunity to create a walkable and connected neighborhood with this unique public infrastructure project.

DESIGN PRINCIPLES: STREETS AND STREETSCAPES



- #6** The segment of the Eastside Rail Corridor Trail between Lake Bellevue and NE 4th Street should prioritize creating a unique and accessible environment that is embraced with active uses and engaging facades.

TRANSPORTATION

STREET NETWORK AND CONNECTIVITY

The vision of the Wilburton Commercial Area as a vibrant, walkable urban neighborhood hinges on the major improvement of existing street connections including both redesign of existing rights-of-way and the creation of new connections in key locations throughout the Study Area. Figure 4.04 is a conceptual diagram showing where new streets might be created in the Study Area. There are four street types proposed, plus stairways where grade is a challenge. The proposed street types are described below:



LOCAL STREET

Designed primarily for local access with lower vehicle speeds than on arterials. This is a comfortable space for multi-modal travel.



PEDESTRIAN PATH

Through-block connections and connection to the ERC will create comfortable and safe space for people walking and biking.



ALLEYS WITH ADDRESSES

Activated alleys are often much more human-scaled than typical streets. Active uses can encourage people to linger.



FESTIVAL STREET

Used as typical vehicle thoroughfares much of the time, festival streets are designed for frequent non-vehicular uses like farmer's markets.

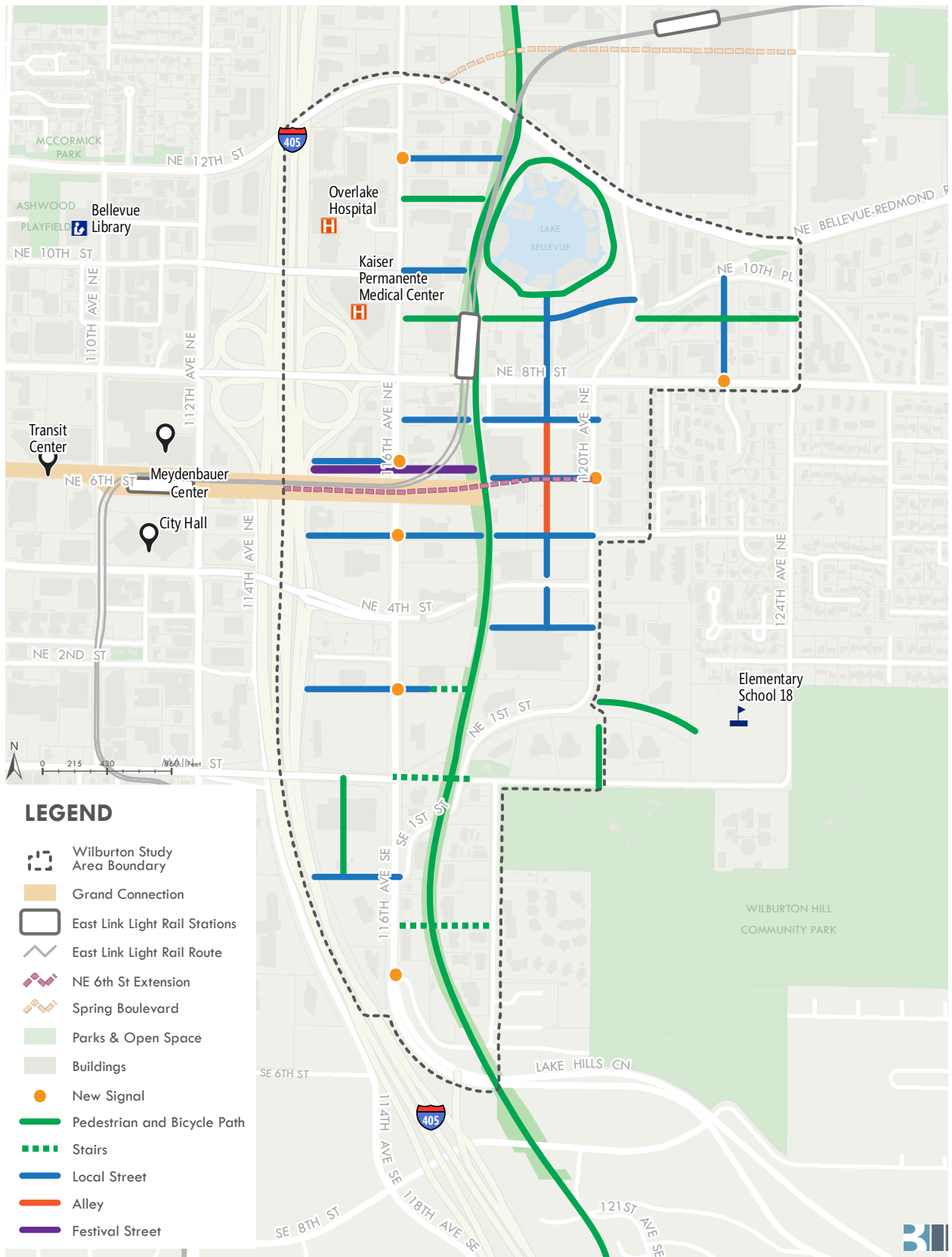


FIGURE 4.09: ILLUSTRATIVE NEW CONNECTION LOCATIONS
 Actual new connection locations to be determined.





FIGURE 4.10: CONNECTIVITY COMPARISON
Actual new connection locations to be determined.

The addition of new streets throughout the Study Area will give people moving within the area more options to get where they want to go, increasing the overall network connectivity. Figure 4.10: Connectivity Comparison, highlights the increase in connectivity the proposed street additions would create.

A custom GIS tool was used to evaluate non-motorized connectivity for the Study Area under the two network alternatives (existing and proposed). Evaluation included route directness, intersection/sidewalk density, and arterial crossing frequency with high connectivity shown in green and low connectivity shown in orange. As shown in the figure, the new street connections greatly improve non-motorized connectivity along and adjacent to 116th Avenue NE, a new north-south street between the ERC

and 120th Avenue NE, and adjacent to NE 8th Street between 120th Avenue NE and 124th Avenue NE. This improvement is driven largely by the improved intersection density and

“Connectivity is critical. Support the Eastside Rail Corridor and Grand Connection to enrich the pedestrian experience.”

-Committee Member

signalized arterial crossing frequency. However, the area between 116th Avenue NE and 120th Avenue NE from NE 6th Street to Lake Bellevue continues to see low connectivity due to a lack of signalized arterial crossings.



FIGURE 4.11: UPDATED BLOCK SIZE COMPARISON

1 square mile of the Portland Pearl District compared to Wilburton Commercial Area proposed street network block sizes.

The addition of new streets and connections will also help to break down the block sizes. As shown in Chapter 3, the existing block sizes in the Study Area are much larger than they are in most walkable urban neighborhoods. With the addition of the proposed network the block sizes would still be large, but would be significantly reduced.

The smaller block sizes help to mitigate the scale of building massing and bulk making for a more pleasant and human-scaled street-level experience. Portland is well known for its extremely walkable

block size. Although the proposed street network does not take the Wilburton Commercial Area fully to the Portland-scaled blocks, there are a few blocks on the east side of the Study Area that are proposed to be near that size.

Smaller blocks and lower-capacity streets will create spaces for people to gather and to linger. Alleys on the east side of the Study Area will be human-scaled, encouraging people to move slowly through and appreciate the journey rather than focus solely on getting where they need to go.

DESIGN PRINCIPLES: STREETS AND STREETSCAPES



#2 Encourage pedestrian focused streets, such as activated alleys, that can serve as public and social gathering and third places.

#8 Connections between buildings and development should be designed to focus on the human scale and to encourage movement between development for pedestrians and cyclists.



#12 Create activated alleys that are multi-modal and serve as public and third places, providing a unique character and urban environment.

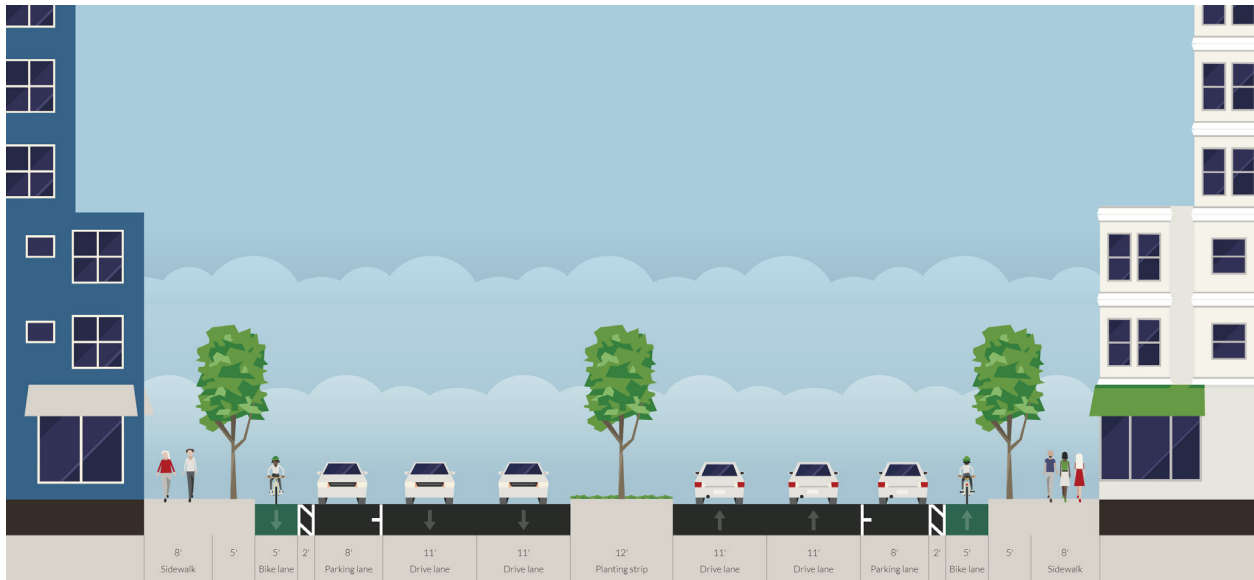


FIGURE 4.12: 116TH AVE NE PREFERRED STREETScape

The preferred streetscape adds landscaping, creates parking-protected bike lanes in each direction and adds a landscape buffer to the sidewalk.

VISION FOR 116TH AVE NE

The preferred streetscape for 116th Ave NE positions the street as a grand boulevard. As this is a visioning study the details of streetscape were not decided by the CAC, but they did agree to the inclusion of a protected bike lane in each direction between the parking lane and curb, omission of a parking lane to limit the right-of-way requirement, and a central median at least one lane wide on those portions of the roadway that do not require a turn lane and narrow alongside a turn lane

for those that do, and planting strips buffering the sidewalks from the street.

They also agreed on the need to limit curb cuts along 116th Ave NE to create a better bike and pedestrian environment.

Additional Considerations:

Some CAC members emphasized the importance of maintaining existing vehicular capacity on 116th Ave NE.

DESIGN PRINCIPLES: STREETS AND STREETSAPES



#4 Encourage greener streets through vegetation, planter boxes, rain gardens, and softened edges between hardscape and landscape.

#13 Connectivity between the Eastside Rail Corridor Trail, developments, and connections to other pedestrian and cyclists facilities throughout the Study Area is critical to establish a robust network of non-motorized options.



FIGURE 4.13: NE 6TH ST EXTENSION PREFERRED OPTION

Solid yellow line shows CAC preferred extension to 116th Ave NE.

NE 6TH STREET EXTENSION

The preferred option for the NE 6th St extension is a termination at 116th Ave NE. This was decided in order to avoid the addition of another major intersection along the Eastside Rail Corridor Trail as well as to avoid unnecessary pass-through traffic in the Study Area and to create the amenities associated with a local street. This decision aligns with the vision of the ERC as a linear park and a prioritization of providing multi modal transportation options.

The current ERC alignment through the Study Area already has two major intersections that will disrupt the corridor, adding another would further degrade the ease of connectivity for those trying to move through the Study Area on the ERC. The CAC's vision for

the Study Area is of a walkable, human-scaled neighborhood that encourages people to use alternative forms of transportation to vehicles. By choosing the end the extension at 116th Ave NE the CAC is upholding this prioritization.

In addition to avoiding another interruption of the ERC, the decision to stop the NE 6th St extension at 116th Ave NE will avoid any negative impact on the private properties between 116th Ave NE and 120th Ave NE on either side of the ERC.

Additional Considerations:

Some CAC members expressed the need for NE 6th to extend to 120th Ave NE for transit needs.

MODE	LOS METRIC	LOS STANDARD	LOS GUIDELINE
VEHICLE	Volume/capacity at intersections	LOS C-E+, Varies by land use context	N/A
	Typical urban travel speed on arterials	N/A	Percent of posted speed limit, LOS varies by neighborhood context
PEDESTRIAN	Sidewalk plus landscape buffer	12-20 feet for sidewalk + landscape. Varies by land use context	N/A
	Pedestrian comfort, access and safety at intersections	N/A	Crosswalk and back-of-curb design varies by land use context
BICYCLE	Level of Traffic Stress on corridors	N/A	Design to achieve LTS/LOS varies by roadway traffic speed and volume
	Level of Traffic Stress at intersections	N/A	Maintain corridor LTS/LOS at intersections Design components vary by context
TRANSIT	Passenger Comfort, Access and Safety	N/A	Varies by transit stop/station typology
	Transit Travel Speed on corridors	N/A	14 mph on Frequent Transit Network corridors between activity centers

TABLE 4.01: MULTI-MODAL LEVEL-OF-SERVICE SUMMARY

City of Bellevue MMLoS metrics for measurement, standards, and guidelines by mode of travel.

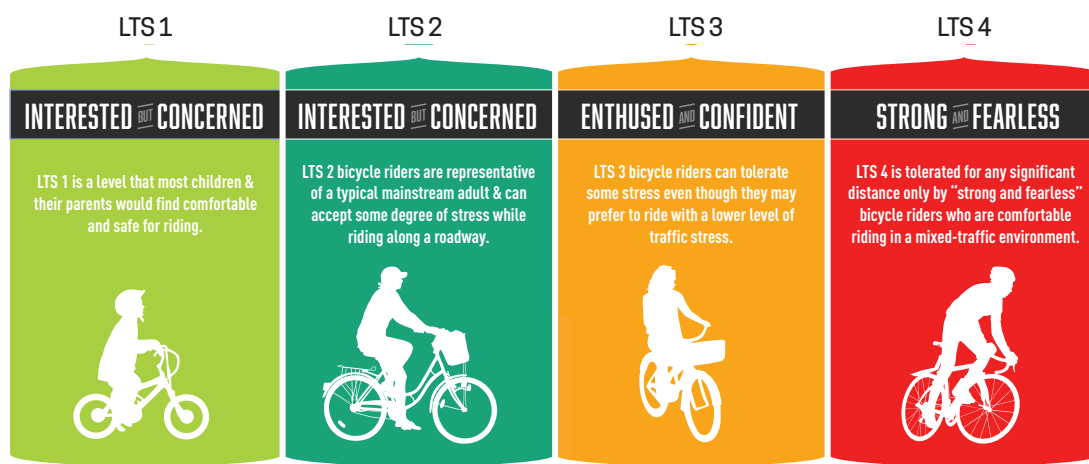
MULTI-MODAL LEVEL-OF-SERVICE STANDARD

The Vehicle Level-of-Service (LOS) standard for the Study Area is recommended to be changed to be consistent with BelRed and Downtown and in alignment with the vision of the Study Area as an urban neighborhood. This change will also help to prevent the Study Area from becoming a pass-through zone. This decision will tolerate greater congestion of vehicular traffic in the Study Area, but will in turn support a stronger emphasis on transit, walking, biking, and other mobility options and as such aligns with the Study Area vision. This recommendation was prioritized by the CAC in consideration of the range of multi-modal transportation options that will be provided, and in an effort to preserve and create street characteristics in keeping with the urban vision for the Wilburton Commercial Area.

The table above shows the City of Bellevue's Bicycle Level-of-Service standards. Many cities are moving toward multi-modal LOS Standards when making decisions about roadway performance rather than just vehicle LOS Standards. This allows the city to make informed decisions regarding improvements that benefit people walking, biking, taking the bus, or driving. Multi-modal LOS Standards are an objective way to identify and evaluate mobility options based on metrics, standards, and guidelines for each mode and in consideration of the existing or intended land use context.

Additional Considerations:

Some CAC members expressed concern that mitigation is needed in lieu of changing vehicle LOS.



SPEED LIMIT (MPH)	ARTERIAL TRAFFIC VOLUME	BICYCLE INFRASTRUCTURE TYPE					
		NO MARKING	SHARROW LANE MARKING	STRIPED BIKE LANE	BUFFERED BIKE LANE (HORIZONTAL)	PROTECTED BIKE LANE (VERTICAL)	PHYSICALLY SEPARATED BIKEWAY
</=25	<3k	1	1	1	1	1	1
	3-7k	3	2	2	2	1	1
	>/=7k	3	3	2	2	1	1
30	<15k	3	3	2	2	1	1
	15-25K	4	4	3	3	3	1
	>/=25K	4	4	3	3	3	1
35	<25K	4	4	3	3	3	1
	>/=25K	4	4	4	3	3	1
>35	Any	4	4	4	4	3	1

TABLE 4.02: BICYCLE LEVEL OF TRAFFIC STRESS

The Level-of-Traffic-Stress matrix shows the type of bicycle infrastructure needed based on roadway characteristics to increase ridership across different levels of rider confidence. Rider confidence is ranked 1-4 as shown in the graphic above.

LOS	Typical Urban Travel Time/Travel Speed on Corridors Based on 40% of the Posted Speed Limit
Green	Less than 90% of Typical Urban Travel Time Faster than 1.1 times the Typical Urban Travel Speed
Light Green	90-110% of Typical Urban Travel Time Between 1.1 and .9 times the Typical Urban Travel Speed
Yellow	110-155% of Typical Urban Travel Time Between .9 and .75 times the Typical Urban Travel Speed
Orange	155-200% of Typical Urban Travel Time Between .75 and .5 times the Typical Urban Travel Speed
Red	More than 200% of Typical Urban Travel Time Slower than .5 times the Typical Urban Travel Speed

TABLE 4.03: VEHICLE CORRIDOR LEVEL-OF-SERVICE

DESIGN PRINCIPLES – STREETS & STREETSCAPES

Design principles were developed by the Citizen Advisory Committee to guide development, city code and policies related to streetscape design.





1. Safety should remain the most important public priority for all modes of connectivity, and prioritized to create a safe, multi-modal community.
2. Encourage pedestrian focused streets, such as activated alleys, that can serve as public and social gathering and third places.
3. Designs of streetscapes should be inspiring and engaging for residents of all ages. Generic streetscape design should be avoided, and encourage materials, spaces, and art forms that are well designed, reference history, and fun.
4. Encourage greener streets through vegetation, planter boxes, rain gardens, and softened edges between hardscape and landscape.
5. Streetscape designs should encourage the inclusion of sustainable features such as rain gardens and bioswales.
6. The segment of the Eastside Rail Corridor Trail between Lake Bellevue and NE 4th Street should prioritize creating a unique and accessible environment that is embraced with active uses and engaging facades.
7. The segment of the Eastside Rail Corridor Trail south of NE 4th Street should consider gentler uses and a less urban environment, respecting the transition to less dense neighborhoods.
8. Connections between buildings and development should be designed to focus on the human scale and to encourage movement between development for pedestrians and cyclists.
9. All connections between sites, buildings, and public spaces should be clearly designed to encourage public use and not project the image or appearance of a privatized space.
10. Include historical references in streetscape design that speak to the heritage, history, and culture of the Wilburton area. This should include agricultural history, timber, rail, and diversity & immigration.
11. Provide urban amenities that encourage public use and soften the hardscape including seating, planter boxes, vegetations, lighting, and public arts that create an engaging and visually interesting streetscape.
12. Create activated alleys that are multi-modal and serve as public and third places, providing a unique character and urban environment.
13. Connectivity between the Eastside Rail Corridor Trail, developments, and connections to other pedestrian and cyclist facilities throughout the Study Area is critical to establish a robust network of non-motorized options.
14. Pursue opportunities for short-term and walk off parking to encourage trips between parcels and businesses to occur via non-motorized transportation.

PUBLIC REALM

EASTSIDE RAIL CORRIDOR TRAIL

The CAC prioritizes the Eastside Rail Corridor Trail as the most important public open space in the Study Area, followed by a central civic space, enhanced natural systems, and finally smaller open spaces distributed throughout. The vision for the Eastside Rail Corridor Trail in the Study Area is as a linear park, connecting the Study Area locally east to west as well as regionally north to south. This project, especially in consideration of light rail and the Grand Connection, has the opportunity to kickstart the CAC vision for the Wilburton Commercial Area.

The proposed development concept introduced earlier in this chapter allows for fairly high density along the ERC with the intention that developments will be designed to face the ERC and provide activating features such as restaurant patios, trail-facing storefronts, entrances to residential buildings, and publicly accessible plazas. The ERC has the potential to become an integral part of the daily commute for people taking light rail—the Wilburton East Link light rail station sits along the ERC at NE 8th St—for people biking, and for people walking. If it is designed with all of these users in mind the ERC can become a

place where people want to linger and a signature public space within Bellevue.

An at-grade crossing is preferred by many property owners and businesses in the Study Area as well as local and regional advocacy groups.

- › "We strongly support providing an at-grade crossing of NE 8th Street near the site of the future Wilburton light rail station." - Feet First
- › "The Eastside Rail Corridor Trail (ERC) is a valuable north south spine that has endless potential for increased mobility and economic vitality." -REI

“ Ramp structures [crossing NE 8th St at the ERC] will create a wall down the center of the Plan area and will divorce much of the ERC from adjoining development in precisely the area in which that connection is critical. ”

-KG Investments



BURKE-GILMAN TRAIL, SEATTLE, WA

Intersection of a major vehicle thoroughfare and the popular Burke-Gilman trail in Seattle.



EMERALD NECKLACE, BOSTON, MA

Planned at-grade crossing of the Emerald Necklace and Washington Street.

With all of this in mind, it is preferred that an at-grade crossing at both NE 8th St and NE 4th St be considered. This will allow for a more activated street level, safer crossings for people not using the ERC. This will also encourage people to interact with the Study Area by providing an easy entrance at the intersections and will avoid the unnecessary impact on development capacity that an elevated structure would necessitate. Finally, an at-grade crossing would be a benefit for people walking in the Study Area not along the ERC. With the light rail station on the north side of NE 8th there will be high demand for a safe and convenient crossing the Study Area core.

“ We encourage the City of Bellevue and King County to work together along with the community – to ensure that the vision for Wilburton (led by the city) and the plan for the ERC (owned by King County) are in alignment – especially in this key section of trail. ”
 -Cascade Bicycle Club

DESIGN PRINCIPLES: PARKS, OPEN SPACE AND NATURAL SYSTEMS



- #5 Public spaces, including parks, plazas, and portions of the Eastside Rail Corridor Trail, should be framed by active uses such as markets and retail or commercial activity.
- #9 Between NE 4th Street and NE 8th Street the Eastside Rail Corridor Trail should be framed by active uses such as public space, commercial activity and other uses that encourage accessibility, activity, and connectivity to the Wilburton Commercial Area and its amenities and services.

LARGE CIVIC SPACE

One of the primary parks and open space priorities of the CAC for the Wilburton Study Area is the creation of a large civic space in the core of the Study Area. This space is envisioned to be in the area of greatest density, where the Grand Connection comes across Interstate 405 and touches down in the Study Area. Regardless of which Interstate 405 crossing option is chosen for the Grand Connection, the CAC envisions a large civic space in the center of the Study Area.

This space will encourage community events and gatherings and has the potential to become a major character-defining element of the Wilburton Commercial Area. The proximity to the Grand Connection, the Eastside

Rail Corridor Trail, and the Wilburton East Link light rail station, in addition to the envisioned mixed of uses in the area will provide a steady stream of people—residents, workers, and visitors—who will enjoy the space and make it their own. In a neighborhood where development potential is as high as in the Wilburton Commercial Area, opportunities for large public space are often scarce. At this early point in the development of the Study Area there is a unique opportunity to create a public space that will be enjoyed for generations.



FIGURE 4.14: GRAND CONNECTION CROSSINGS
Interstate 405 crossing options 1 (left) and 3 (right).



HISTORIC FOURTH WARD PARK

Wetland park created as part of the Atlanta Beltline by daylighting piped stormwater.

ENHANCED NATURAL SYSTEMS

The existing natural water systems in the Study Area create an opportunity to provide public space sustainably managing stormwater runoff. The wetland in the southwest of the Study Area can be preserved and enhanced while providing a public amenity.

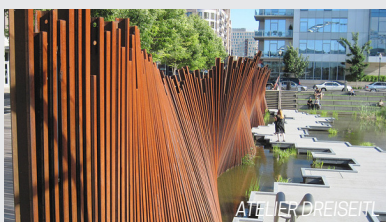
The Historic Fourth Ward Park (shown above) was created as part of the Atlanta Beltline project to address

stormwater issues. It serves as an iconic park while addressing utility needs. Sturtevant Creek runs nearly the length of the Wilburton Commercial Area. There is incredible potential to create a public amenity like Fourth Ward Park with the Eastside Rail Corridor Trail, development of the Wilburton East Link light rail station, and the existing wetland.

DESIGN PRINCIPLES: PARKS, OPEN SPACE AND NATURAL SYSTEMS



#7 Natural assets, including Lake Bellevue, Sturtevant Creek, and the wetland at the intersection of 116th Avenue NE and Main Street should be improved, enhanced, and restored to serve as public assets and amenities to the residents and businesses of the Wilburton Commercial Area and surrounding neighborhoods.



#8 Designs of public spaces, supporting amenities, and artwork should pursue organic and fluid forms.



TANNER SPRINGS PARK, PORTLAND, OR

Wetland restored as a public amenity in a previously industrial district.

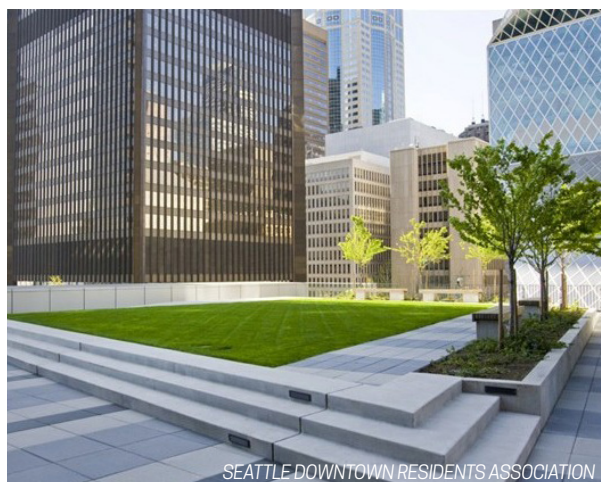
Wetland reconstruction and stream daylighting can become both major public amenities, as with Tanner Springs Park in Portland and the Historic Fourth Ward Park in Atlanta, and sustainable systems to handle stormwater and encourage resurgences of wildlife in urban areas.

Finally, the Study Area has a potential long-term public amenity in Lake Bellevue. While the lake is currently surrounded by private development, the unique opportunity to create public space around a lake in such a potentially dense urban environment should not be ignored.



THORNTON CREEK WATER QUALITY CHANNEL, SEATTLE, WA

Stormwater catchment turned into a public amenity with retail and residential uses fronting.



SMALL URBAN PARKS

A public-private park in downtown Seattle (left) and public Paley Park in Midtown Manhattan (right) provide a refuge for people moving through dense urban environments. The public-private park in Seattle was created as part of development, but is open to the general public.

NETWORK OF SMALL SPACES

Small parks and open spaces such as those shown above can provide a welcome break in a dense, urban environment. These small parks and plazas can become places to rest, the take lunch outside, or to simply take in some greenery.

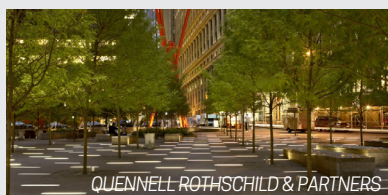
bonuses that allow developers greater flexibility. These bonus allowances can have a low-to-moderate negative impact on the general public while creating a very positive amenity in the form of a park or plaza.

Parks and plazas at a small scale can be incentivized as part of development by offering taller building heights, greater FAR, or a variety of other

DESIGN PRINCIPLES: PARKS, OPEN SPACE AND NATURAL SYSTEMS



#4 Public spaces should encourage whimsical and fun elements that are welcoming to users of all ages and demographics.



#10 Public spaces should incorporate art, lighting, and unique seating features as amenities to the public and to create dynamic and diverse public spaces.

DESIGN PRINCIPLES – PARKS, OPEN SPACE, & NATURAL SYSTEMS

Design principles were developed by the Citizen Advisory Committee to guide development, city code and policies related to parks, open space, and natural systems.



- 1.** Design of public space should be welcoming to all of Bellevue's diverse population. Designs should not reflect the specific interests or serve the specific needs of a limited demographic.
- 2.** Public spaces, particularly plazas and connections through blocks, need to be designed in a manner that reflects their intended public use and accessibility, and avoid designs, configurations, and layouts that project an image of privatization.
- 3.** The Wilburton Commercial Area should be provided a large central civic park space and public art elements.
- 4.** Public spaces should encourage whimsical and fun elements that are welcoming to users of all ages and demographics.
- 5.** Public spaces, including parks, plazas, and portions of the Eastside Rail Corridor Trail, should be framed by active uses such as markets and retail or commercial activity.
- 6.** The design of public spaces should include references to the history, heritage, and culture of the Wilburton area.
- 7.** Natural assets, including Lake Bellevue, Sturtevant Creek, and the wetland at the intersection of 116th Avenue NE and Main Street should be improved, enhanced, and restored to serve as public assets and amenities to the residents and businesses of the Wilburton Commercial Area and surrounding neighborhoods.
- 8.** Designs of public spaces, supporting amenities, and artwork should pursue organic and fluid forms.
- 9.** Between NE 4th Street and NE 8th Street the Eastside Rail Corridor Trail should be framed by active uses such as public space, commercial activity and other uses that encourage accessibility, activity, and connectivity to the Wilburton Commercial Area and its amenities and services.
- 10.** Public spaces should incorporate art, lighting, and unique seating features as amenities to the public and to create dynamic and diverse public spaces.
- 11.** Coordinate with property owners to create a dynamic and memorable intersection between the Grand Connection and Eastside Rail Corridor Trail that will include public space, art, activated facades, supporting commercial and recreational activity, and ensuring that the route maintains its role as a public amenity.
- 12.** Clear and identifiable wayfinding should be incorporated into urban design, streetscapes, and public space designs.

SUSTAINABLE DEVELOPMENT FRAMEWORK

While the Wilburton Commercial Area vision does not have a certification goal (such as LEED-ND, Well Community, or Living Community), many aspects of the preferred framework uphold sustainable neighborhood development principles.

SUSTAINABLE TRANSPORTATION

Located at the nexus of the East Link light rail, Eastside Rail Corridor Trail, and the Grand Connection, the Study Area is well set up to become a hub of sustainable transportation. The proposed expansion of the street grid with local streets, alleys with addresses, festival streets, and pedestrian paths encourages walkability in a neighborhood

historically dominated by cars. Finally, the vision for 116th Ave NE as a grand boulevard with pedestrian-friendly sidewalks and bike lanes, as well as the CAC Streets and Streetscapes Design Principles will encourage people moving through and within the Study Area to choose walking and biking over driving.

HABITAT RESTORATION

Between Lake Bellevue, Sturtevant Creek, and the wetland in the southwest corner, the Wilburton Commercial Area has a rich natural network. This vision recognizes the value of these assets and encourages the preservation, restoration, and enhancement of them for future generations.

THE MORE YOU KNOW - LEED-ND

Leadership in Energy and Environmental Design - Neighborhood Development (LEED-ND) is a certification through the US Green Building Council focused around sustainable neighborhood development. LEED-ND has more than 50 evaluation points covering location and transit access, environmental condition and protection, street pattern and design and green infrastructure and buildings including stormwater management and renewable energy. While the Wilburton Commercial Area visioning study is not attempting to achieve certification, the guidelines are a useful standard to review in the vision development.

Two particular standards that this vision refer to are "Access to civic and public space" and "Access to recreational facilities." These set distance requirements for public open space and in doing so encourage a distribution similar to the Neighborhood Green option.



GREEN INFRASTRUCTURE

As streets are redesigned and development occurs in line with the CAC's Design Principles, significant strides will be made towards expansion of green infrastructure in the Study Area. The urban canopy will grow as trees are planted both in the public rights-of-way planting zones, in

public parks and plazas, and in private developments. In addition to trees in the planting zones, bioswales for stormwater management should be added where feasible, especially on new local and low-capacity streets.

DESIGN PRINCIPLES: BUILDINGS



#12 Consider the environmental implication of materiality and form, such as sunlight reflectivity to the public realm as well as the environmental performance of the development including daylighting.



#20 North of NE 8th and south of NE 4th Street buildings should provide lower level stepbacks from the podium and for the tower massing to maximum sunlight, views, and mitigate shade and shadow and to preserve the natural and recreational qualities of these segments of the Eastside Rail Corridor Trail.

AFFORDABLE HOUSING

This policy section addresses overall characteristics of affordable housing including the quality of development, livability and context within the Study Area.

GENERAL

1. Create affordable housing that helps address the anticipated needs in Bellevue and in particular, the needs of those that live or work in the Study Area.
2. Create affordable housing that is an integrated component of the neighborhood.
3. Encourage a mixture of rental and ownership housing opportunities such as attached residential types (e.g. townhouses, condominiums), and amenities that provide
4. affordable options targeted to the needs of different demographic and socio-economic groups including, but not limited to, low-income seniors, single parent families, ethnicities, abilities, workforce housing, first time buyers and residents seeking to downsize.
4. Establish culturally-relevant amenities that foster deep inclusion across communities of difference living in affordable housing to maximize diversity integration.

THE MORE YOU KNOW - MULTIFAMILY TAX EXEMPTION (MFTE)

The Multifamily Property Tax Exemption Program (MFTE) is an affordable housing incentive for new apartment development in certain areas of Bellevue. The MFTE provides a 12-year exemption from property taxes paid on the housing portion of qualifying projects in exchange for setting aside 20 percent of the units for income-eligible households. (City of Bellevue | Planning and Community Development)

LAND USE

This policy section provides a foundation for land use regulations in this area to encourage and incentivize a diversity of types and affordability of housing.

5. Land use regulations should encourage the development of a range of multi-family unit sizes and affordability levels. Approaches could include:
 - a. allowing the use of floor-area-ratio standards rather than dwelling units per acre;
 - b. reducing required parking ratios for micro apartments (self-contained living units less than 400 square feet) located within the 10-minute walkshed of light rail stations;
 - c. establishing a policy framework for creating a bonus/incentive system (similar to BelRed), including:
 - affordable housing as the initial and primary public benefit;
 - using density bonuses to strongly incentivize housing affordable to people earning 80% or less of area median income;
 - prioritizing the construction of affordable units within market rate housing developments over forms of alternative compliance such as in-lieu fees.
 - Culturally-relevant amenities that foster deep inclusion across communities of difference living in affordable housing such as; culturally relevant and inclusive markets, interactive and culturally relevant art installations; services that meet the needs of diverse groups of people or those underrepresented (ex. El Centro de la Raza – Seattle), amenities that encourage social gathering of diverse groups of people in public places (art, fire pits, culturally significant games and performances).
 - d. Consider opportunities that are adjacent to the Study Area to be captured as part of code and plan amendments to maximize opportunities for affordable housing.

LEVERAGE PUBLIC RESOURCES

This policy section addresses the ways in which the city's resources beyond regulatory tools can be leveraged to create more housing and affordable housing with greater levels of affordability.

6. Develop affordable housing on public and non-profit owned land that is appropriate for residential uses, with an emphasis on the following:
 - a. Partnering with affordable housing providers to develop surplus, city-owned properties for affordable housing consistent with recommendation C1 from the Affordable Housing Technical Advisory Group;
 - b. Maximizing opportunities for development of affordable housing, especially for low- and very low-income populations, near light rail stations and bus rapid transit stops;
 - c. Providing public spaces and amenities that are accessible and welcoming to all populations and attractive to the broader community (e.g. Capitol Hill light rail station plaza/amenities).
 - d. Encouraging goods and services that meet the needs of the community, particularly any special needs of affordable housing residents;
 - e. To maximize opportunities for very low and low income households, consider ways to utilize local resources such as discounted land cost and funding to leverage with non-local affordable housing resources;
 - f. Seek input on the design and uses of public spaces and amenities from potential users of the facilities.
7. Update Multi Family Tax Exemption (MFTE) program for the Wilburton area, including:
 - a. Expanding the "residential targeted area" to encompass the entire Wilburton Study Area;
 - b. Combining the MFTE provisions with any land use incentive program to maximize affordability levels available.

CHARACTER AND DEVELOPMENT STANDARDS

Setbacks and stepbacks are commonly used in urban design guidelines to shape buildings and influence how buildings interact with the public realm. Setbacks indicate how close a building can be constructed to the property line. Stepbacks occur at vertical measurement where the building facade is recessed to avoid monolithic building design.

Setbacks allow space and light between buildings allowing light to reach the streetscape and views to be less impeded.

Stepbacks can also be used to provide additional space and light within the public realm, but also to provide a scale that feels more comfortable to pedestrians. Stepping back a building at certain vertical intervals allow more sunlight to reach sidewalks and plazas where people congregate. In an urban

context like the Wilburton Commercial Area, where many streets will have pedestrian oriented activities, setback will not be employed or minimal meaning the building will be adjacent to the sidewalk. In these cases stepbacks will be employed reduce the scale and bulk of a building next to pedestrian space. This typically happens between 40-55' or 3 or 4 building stories. This may also be employed along the ERC to provide a similar inviting character for those using this important public space within the Study Area.

Each of these urban design elements will be used to help create a more inviting and comfortable public space in keeping with the vision of the Wilburton Commercial Area as a walkable, pedestrian-oriented neighborhood.

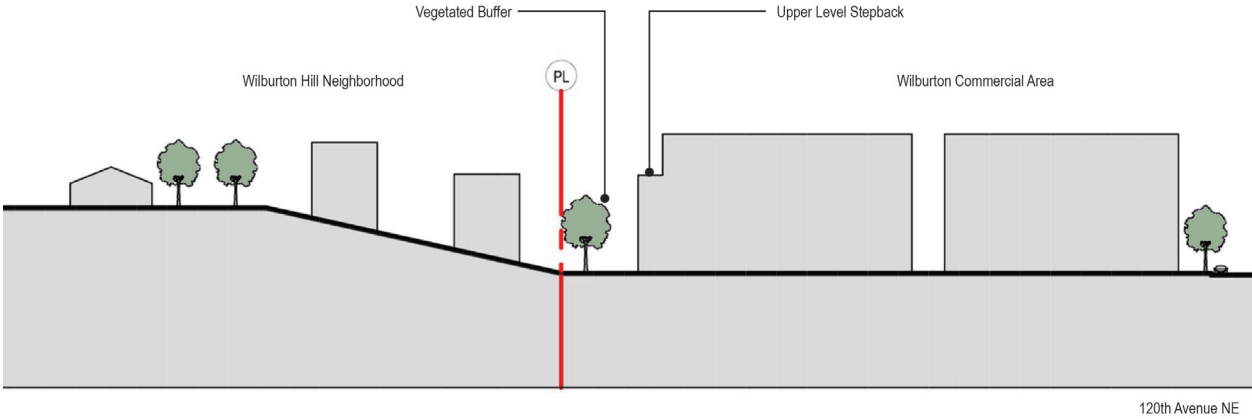


FIGURE 4.15: NEIGHBORHOOD BUFFER

A vegetated buffer combined with upper level setbacks help to create a smooth transition from the Wilburton Commercial Area to the Wilburton Hill Neighborhood. The red line "PL" is the parcel line showing the point of transition from one neighborhood to the next.

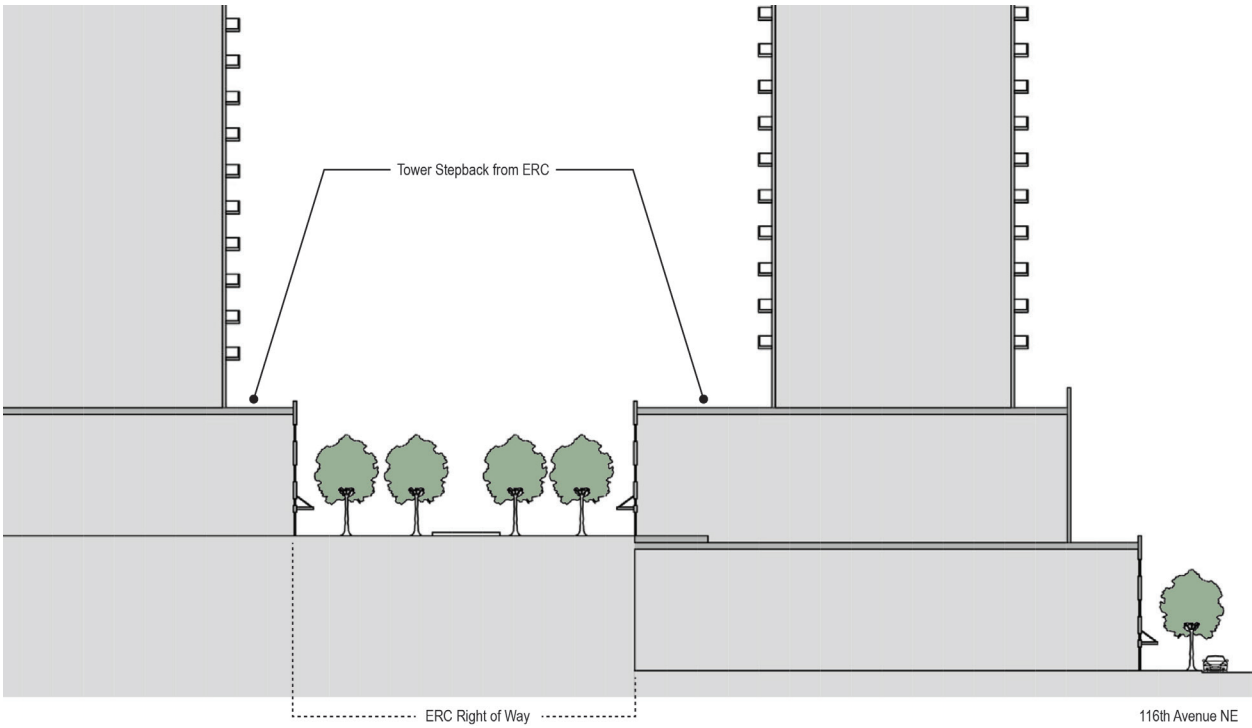


FIGURE 4.16: ERC SECTION

Requiring tower stepbacks along the ERC will help to avoid a "canyon" feeling down the corridor while still allowing dense development that will encourage active uses along the trail.

DESIGN PRINCIPLES – BUILDINGS

The Buildings design principles were developed by the Citizen Advisory Committee to guide both future development and future city code and policy related to building design. These principles address setbacks and setbacks, street-level experience, and maintenance of views.



1. High rise building design should pursue opportunities to create unique and iconic forms that develop a distinct skyline and aesthetic for the Wilburton Commercial Area.
2. Building design should pursue strategies to mitigate the scale of massing and bulk. Such strategies should include modulation and variation of facades through massing forms and materiality.
3. Podiums and associated high rises should establish continuity in design, but also clear definition so that the podium relates to the pedestrian scaled environment. Podium designs should establish a scale and aesthetic relationship with the surrounding streetscapes, pedestrian realms, and from parcel to parcel.
4. Buildings should develop a complex palette of materials that provide layering, texture and depth. Buildings should avoid a repetitive “stacking” of materials as it increases in height.
5. Street level facades should incorporate human scaled materials such as masonry, wood, or other materials that provide a scale and granularity that relates to the pedestrian environment and creates texture.
6. Consider and preserve opportunities for territorial view, views from the Eastside Rail Corridor Trail, and views to Downtown Bellevue.
7. Buildings should provide urban amenities such as continuous weather protection, public plazas and open space, integrated and public art, outdoor seating and lighting, and references to Wilburton specific history and heritage.
8. All above grade parking must be screened with active uses along streets. Active uses include commercial and retail activity, or residential.
9. Cohesion and transition between the Study Area and surrounding neighborhoods and amenities that respect the existing context should be incorporated.
10. Provide adequate separation in high-rise development that encourages sunlight, mitigation of shade and shadow, and creates opportunities for territorial views. This can be achieved through tower spacing, variation in floorplate size, and unique forms in design.
11. Roof forms that are identifiable, unique, and create a visually dynamic skyline.
12. Consider the environmental implication of materiality and form, such as sunlight reflectivity to the public realm as well as the environmental performance of the development including daylighting.
13. Encourage transparency at the street level and visibility to active uses.
14. Create active and engaging facades that activate the pedestrian realm, including operable storefronts and engaging ground level configurations.

15. Building designs should welcome and express a diverse cross section of users, representative of Bellevue’s population as well as its desire to be a multi-cultural destination and inclusive community.
16. The transition areas between 120th Avenue NE and the Wilburton Hill Neighborhood, and Main Street and the Wilburton Hill Park should incorporate vegetated buffers and upper level building setbacks.
17. Variation in tower setbacks should be encouraged to provide visual interest of tower placement and form along key corridors such as 116th Avenue NE, NE 8th Street, and the Eastside Rail Corridor Trail.
18. Along NE 8th Street buildings should provide setbacks from the podium and for high rises to maximize sunlight and views, while mitigating shade and shadow. As building height decreases to the east a single stepback from the podium is sufficient.
19. Along 116th Avenue towers should provide a stepback from the podium while employing façade variation, modulation, and tower placement to create visual interest.
20. North of NE 8th and south of NE 4th Street buildings should provide lower level setbacks from the podium and for the tower massing to maximize sunlight, views, and mitigate shade and shadow and to preserve the natural and recreational qualities of these segments of the Eastside Rail Corridor Trail.
21. Between NE 8th and NE 4th Streets, where the Eastside Rail Corridor Trail is most urban, buildings should provide a mix of tower and podium setbacks for visual interest and provide sunlight to the trail. Facades should employ active uses to encourage connectivity and activity on the Eastside Rail Corridor Trail while preserving a human scale to the pedestrian and cyclist environment.
22. Podium heights along the Eastside Rail Corridor Trail should have sensible limits to enrich the pedestrian experience.



ADDITIONAL CONSIDERATIONS

Finally, there were a few additional considerations that did not fall within the Study Area or were not fully delved into as part of the visioning process.

LAKE TO LAKE TRAIL

The Lake to Lake Trail runs across the southern tip of the Study Area on Main St and 116th Ave NE south of Main St. This is an important regional connection both east/west and north/south that will intersect the Eastside Rail Corridor Trail and has the opportunity bring more people to the Study Area, especially if 116th Ave NE is designed to encourage biking and walking.

NE 8TH ST & I-405 INTERCHANGE

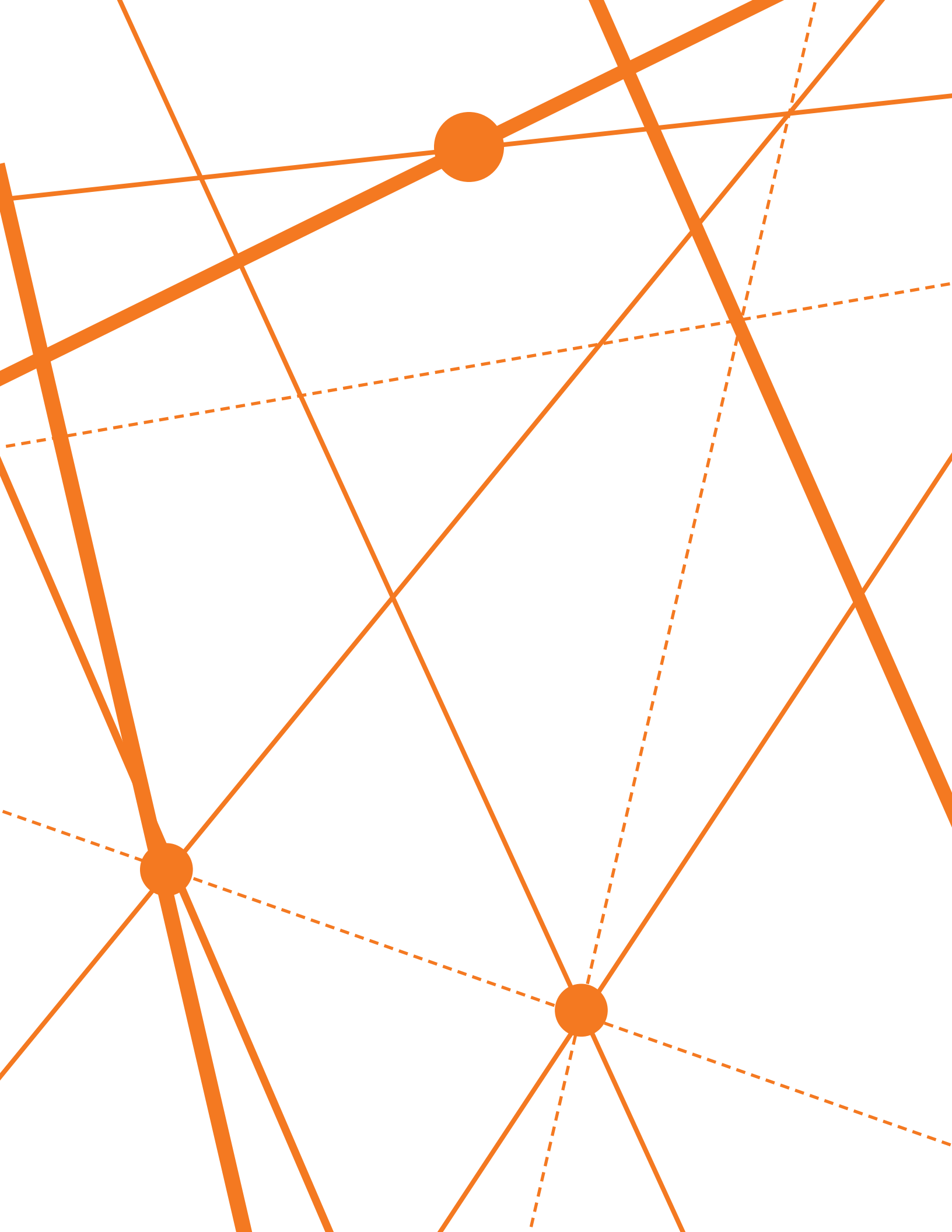
The intersection of NE 8th St and Interstate 405 is not currently safe and inviting for people crossing. In order to create the envisioned walkable neighborhood this intersection will need to be redesigned.

NEW ELEMENTARY SCHOOL

There is desire to create a pedestrian path on the east side of the Study Area to provide a connection to the new elementary school opening in the Wilburton Hill Neighborhood. This aligns with the vision to create a walkable neighborhood for a diverse population.

WALK-OFF PARKING OPPORTUNITIES

Encouraging developers to create walk-off parking opportunities in the Study Area will be essential to the implementation of the vision outlined in this document. This means allowing patrons to park in one location and leave their car there while they travel within the Study Area without their car. This will reduce traffic in the area and make it both easier and more pleasant for people to stay and have all of their needs met within the Study Area.



The background features several intersecting orange lines of varying thicknesses. A solid orange circle is positioned at the intersection of a solid line and a dashed line. The overall design is minimalist and modern.

05

**IMPLEMENTATION
STRATEGIES**

TYPES OF IMPLEMENTATION STRATEGIES

CAPITAL IMPROVEMENTS

Ensure that public projects envisioned in this study are included in the City of Bellevue's Capital Investment Program Plan. This can include construction of parks, re-channelization of public rights-of-way, and any other improvements to publicly owned land in the Study Area.

CODE AND POLICY AMENDMENTS

Use this visioning study to shape changes to the City's adopted regulations and policies in order to guide decisions about development, City investment in capital improvements, and other City programs that could impact the Study Area. This should include amendments to the Comprehensive Plan, updates to the Land Use Code, Transportation Standards Code, and the development of design guidelines.

OTHER PLANS AND PROGRAMS

Review existing City plans and programs that impact the Study Area, such as the Parks & Open Space System Plan, the Transit Master Plan, and the Pedestrian & Bicycle Implementation Initiative, to ensure that existing plans and programs are consistent with the Study Area vision. Look for implementation efficiencies where multiple plans or programs could provide funding to support the vision. For example, the Pedestrian & Bicycle Implementation Initiative may have applicable funding that could be combined with funding from the Street Trees & Arterial Landscapes Program in order to create a better streetscape while achieving each program's goals in a more efficient manner.

INTERAGENCY COORDINATION

Pursue opportunities to work with state and county agencies such as King County Parks and Recreation, WSDOT, and Sound Transit in order to design projects that fit with the vision for the Wilburton Commercial Area.



STREETS AND STREETSCAPES

Strategies that fall into the Streets and Streetscapes implementation focus area include improvements to the pedestrian and bicycle realms, street landscaping and stormwater management facilities, safety improvements, expansion of the street network, and aesthetic improvements to the public rights-of-way and private connections.

TABLE 5.01: STREETS AND STREETSCAPES STRATEGIES

STRATEGIES	CAPITAL IMPROVEMENTS	CODE & POLICY AMENDMENTS	OTHER PLANS & PROGRAMS	INTERAGENCY COORDINATION
Design 116th Ave NE as a grand boulevard including buffered sidewalks, protected bike lanes on the curb side of parked cars, safe street crossings, and landscaping. Consider creating a streetscape concept plan to ensure that development along the street matches the vision.	X	X		
Coordinate with King County to ensure that the Wilburton segment of the Eastside Rail Corridor Trail is designed with respect to the urban context and that connections to the Study Area for people walking and biking are safe and appealing.	X	X		X
Create guidelines for developments throughout the Study Area that ensure the creation of new streets, that sidewalks are improved, and that bike and pedestrian connections are created to increase permeability.		X		

TABLE 5.01: STREETS AND STREETSCAPES STRATEGIES

STRATEGIES	CAPITAL IMPROVEMENTS	CODE & POLICY AMENDMENTS	OTHER PLANS & PROGRAMS	INTERAGENCY COORDINATION
Work with King County to encourage the inclusion of an at-grade crossing option of the Eastside Rail Corridor Trail at NE 8th St.	X			X
Amend as needed the existing Pedestrian & Bicycle Implementation Initiative to include recommendations from the CAC as part of this vision.		X	X	
Install landscaping, including stormwater management features such as bioswales, on existing streets as the opportunities arise and design new streets to include landscaping.	X	X		
Change existing vehicle Level-of-Service (LOS) to be consistent with BelRed and Downtown to reflect the urban character of the Study Area, and consider LOS for all modes in decision making.		X		
Create Study Area Design Guidelines that encourage a vibrant streetscape through policies such as, but not limited to, active storefronts, weather protection, and human-scaled designs.		X	X	
Create incentives for developers to create either new public ROW for use by all modes or through-block connections for people biking and walking.		X		
Design the NE 6th St extension to end at 116th Ave NE to avoid interfering with the Eastside Rail Corridor Trail.	X			
Purchase land or require dedication as a condition of development approval to create an expanded network of public right-of-way.	X			
Develop a wayfinding program that reflects the neighborhood character and is accessible and understandable for a diverse population.		X	X	

PARKS, OPEN SPACE, AND NATURAL SYSTEMS

Strategies that fall into the Parks, Open Space, and Natural Systems implementation focus area include the development of publicly- and privately-owned parks and open spaces and the protection and restoration of critical areas and existing natural water systems.

TABLE 5.02: PARKS, OPEN SPACE, AND NATURAL SYSTEMS STRATEGIES

STRATEGIES	CAPITAL IMPROVEMENTS	CODE & POLICY AMENDMENTS	OTHER PLANS & PROGRAMS	INTERAGENCY COORDINATION
Coordinate with King County to create a design for the Wilburton segment of the Eastside Rail Corridor Trail that acts as both a park and a trail with active uses, especially between NE 4th St and NE 8th St.	X			X
Create a large civic space to serve the Study Area through the Grand Connection vision.	X			
Encourage the inclusion of green infrastructure in new development, including but not limited to bioswales, permeable pavement, and green roofs, through the use of incentives or requirements		X	X	

TABLE 5.02: PARKS, OPEN SPACE, AND NATURAL SYSTEMS STRATEGIES

STRATEGIES	CAPITAL IMPROVEMENTS	CODE & POLICY AMENDMENTS	OTHER PLANS & PROGRAMS	INTERAGENCY COORDINATION
Explore opportunities to daylight Sturtevant Creek through all or part of the Study Area. This can be done by the City, or by developers with land along the creek through development incentives.	X	X	X	
Install landscaping, including stormwater management features such as bioswales, in public open space as the opportunities arise.	X	X		
Incentivize developers to create public or semi-public plazas or parks by allowing greater height or density bonuses.		X		
Create Study Area Design Guidelines that encourage development with active frontages on parks, plazas, and the Eastside Rail Corridor Trail including but not limited to markets, retail, residential, and commercial activity.		X	X	
Create Study Area Design Guidelines that encourage references to the history, heritage, and culture of the Study Area.		X	X	
Ensure that developers add trees and landscaping to new developments either by incentive or requirement.		X	X	
Commission public art reflective of neighborhood identity for integration in public parks as appropriate and incentivize public art in privately developed parks and plazas.	X	X		
Implement a wayfinding system consistent with the Streets and Streetscape wayfinding to create a more connected and legible urban neighborhood.			X	

LAND USE AND DEVELOPMENT

Strategies that fall into the Land Use and Development implementation focus area include the development of and requirements for affordable housing, building setbacks and height restrictions, maintenance of key views, and the development of design guidelines for the Study Area.

TABLE 5.03: LAND USE AND DEVELOPMENT STRATEGIES

STRATEGIES	CAPITAL IMPROVEMENTS	CODE & POLICY AMENDMENTS	OTHER PLANS & PROGRAMS	INTERAGENCY COORDINATION
<p>Develop Design Guidelines that address, but are not limited to:</p> <ul style="list-style-type: none"> ▶ Human-scaled and aesthetically pleasing and unique building design, ▶ Street-level facade use and design, ▶ Preservation of view corridors, ▶ Provisions for urban amenities. 		X		
<p>Develop a variable/average heights policy to encourage a greater variety of building heights throughout the Study Area.</p>		X		
<p>Encourage the development of a range of multi-family unit sizes and affordability levels. (See Affordable Housing Section, pg. 90)</p>		X	X	

TABLE 5.03: LAND USE AND DEVELOPMENT STRATEGIES

STRATEGIES	CAPITAL IMPROVEMENTS	CODE & POLICY AMENDMENTS	OTHER PLANS & PROGRAMS	INTERAGENCY COORDINATION
Encourage transit-oriented development (TOD) around the Wilburton East Link light rail station and in support of East Main, Downtown, and Spring District stations.		X	X	
Evaluate and adjust existing parking ratios to reflect close proximity to light rail for the majority of the Study Area.		X		
Encourage development of sustainable buildings to minimize the environmental impact.		X	X	
Require adequate separation of high-rise buildings to increase solar exposure and mitigates shade and shadow at the street-level.		X		
Encourage variation in tower setbacks to provide visual interest along key corridors.		X		
Create incentives for developers to create either new public ROW for use by all modes or through-block connections for people biking and walking.		X		
Encourage developers to create opportunities for walk-off parking to avoid the need to drive within the Study Area.		X		

NEXT STEPS

The Wilburton Commercial Area Land Use and Transportation Project is a long-range vision that may take many years to fully realize. Updates to plans, codes, and policies will establish the regulatory framework, and investment in capital infrastructure will assist to catalyze private development in the near and long term.

The vision will likely be realized incrementally. Establishing changes to the regulatory system and the development of design guidelines will be a necessary first step. These require minimal financial investment and establish a strong foundation for future private investment, while realizing the design and aesthetic character priorities of the Committee. Collaboration with other agencies,

such as King County for the Eastside Rail Corridor and Sound Transit for East Link will allow the vision to capitalize on these important investments. With multi-modal connectivity and trail-oriented development the greatest priorities in the study area, maximizing these investments, while supporting other city initiatives such as the Grand Connection, will ensure that the study area will achieve its greatest potential.

CONCEPTS AND STRATEGIES

Because the plan represents a vision, the following implementation steps are intended to guide the process. Greater study and analysis will be needed as the vision transitions to policy and investment.

LAND USE

1. Implementation of the Preferred Alternative will require amendments to the City of Bellevue Comprehensive Plan, Land Use Code, and official Zoning map. This may require the creation of new land use districts that are specific to the Wilburton Commercial Area.
2. In order to achieve the desired character, assets, and amenities there should be an increase in development potential in exchange for the desired public benefits and amenities. The substantial increase in development potential affords the opportunity to develop a robust incentive system, that should be regularly updated and evaluated to achieve the desired results.
3. The amendments to the Comprehensive Plan, Land Use Code, and Zoning map should occur simultaneously in order to establish the appropriate regulatory environment in advance of investments such as the Eastside Rail Corridor and East Link light rail.
4. Amendments to the Comprehensive Plan, Land Use Code, and Zoning Map will be required to comply with State Environmental Policy Act (SEPA). Environmental documentation prepared for the Wilburton Commercial Area Land Use and Transportation Project will assist SEPA review.
5. The Preferred Alternative allows for additional development than current regulations provide. This increase in development should be balanced with the provision of open space, preferred character and aesthetic, and additional multi-modal connectivity, consistent with the Committee vision.
6. While recommended allowable building heights and densities are indicated for individual areas within the Wilburton Commercial Area, these should be viewed as general direction. Flexibility and deviation from the direction may be necessary to further refine the vision in response to geography, topography, and additional feedback from the public and stakeholders.
7. The Preferred Alternative promotes a greater mix of uses from existing conditions throughout the study area. It is not intended that each and every future development be required to contain a mix of uses.
8. New development proposals in the study area should ensure that the necessary infrastructure, particularly those related to multi-modal transportation, exists or will exist within a reasonable amount of time.

9. Land Use Code amendments should encourage an active urban environment, and support trail and transit-oriented development. Land Use code regulations should ensure that development in the study area includes:
 - a. High quality building and urban design;
 - b. An appropriate mix of uses that includes office, residential, and retail;
 - c. Connectivity to the rich multi-modal network that exists within the study area;
 - d. Walkable street and site design and pedestrian scaled streets and building frontages that create an inviting pedestrian environment;
 - e. Provide active street levels through design and use;
 - f. A strong relationship with the Eastside Rail Corridor to create a truly unique urban environment that activates and embraces the trail;
 - g. Public open space and amenities;

TRANSPORTATION

1. Implementation of the Preferred Alternative will require amendments to the City of Bellevue Transportation Facilities Plan (TFP). As part of the TFP process, projects that have been identified as appropriate to support the Preferred Alternative should be reconfirmed or added to the TFP to ensure that adequate transportation infrastructure will exist to support the vision.
2. Partnerships and collaboration with public and private interests should be pursued to reinforce the study area as Bellevue's next urban neighborhood, that supports the study area as a regional node and destination. These partnerships should seek to enhance the local network of streets, improve connectivity to mass transit, and improve pedestrian and cyclists facilities. Such partnerships could include:
 - a. Sound Transit: The vision embraces the station with transit-oriented development, and to improve the attractiveness of the study area as a regional destination. The City should work to make sure convenient and safe access to the Wilburton station is provided, while also creating opportunities for housing and jobs in close proximity to the station.
 - b. Medical Institution District: The existing medical services in the study area are a key asset. The City should work with the medical institutions to identify opportunities preserve and enhance their transportation needs.

- c. King County Parks: The Eastside Rail Corridor is seen as the defining feature of the study area, creating new opportunities for open space and trail-oriented development. The City should work with the County to identify opportunities for increased east-west connectivity to the trail and interface with the Grand Connection.
 - d. Washington State Department of Transportation (WSDOT): The Grand Connection is an important contributor to the Wilburton Commercial Area vision. The City should work with WSDOT after identifying a preferred crossing alternative, and its ultimate relationship to any future Interstate 405 projects.
 - e. Private Development: Connections between parcels and blocks will be essential to the study area vision to promote a human scaled street environment and multi-modal connectivity. New development should be expected to contribute to transportation improvements necessary to support new development, and the vision for the study area.
3. In addition to partnerships with other agencies, the City should support the vision of the Wilburton Commercial Area through additional investments such as:
- a. An improved pedestrian and bicycle environment to make roadways safe for all modes of travel.
 - b. Better transportation linkages between the Eastside Rail Corridor and new and existing streets.
 - c. Improved visual coherence and attractiveness of all streets to develop a consistent and authentic character.

CHARACTER AND AESTHETICS

1. Design guidelines should be developed to ensure that future development reflects high quality design. This is particularly important as it relates to the Eastside Rail Corridor, and transition zones to surrounding lower density neighborhoods and uses.
2. Inclusion of history and art should be essential to urban design. Streetscape designs should encourage creativity and authenticity while embracing the history of the area.

06
APPENDIX

APPENDIX A: CAC MEETING DESCRIPTIONS

MEETING #1 - KICK-OFF AND OVERVIEW

- › CAC members are provided an overview of the project, their respective roles and responsibilities, followed by a discussion on anticipated study outcomes and the broader attributes and challenges in the area.

MEETING #2 - URBAN FRAMEWORK DISCUSSION

- › CAC members were briefed on the vision and input of some of the stakeholders that were interviewed, in addition to demographic trends of the study area and the city. The Committee was also briefed on some of the important urban frameworks that would influence and guide the vision.
- › Online Open House and Online Survey #1: An initial online survey invited participants to provide input on the study area character and the overall strategic vision and guiding principles for the area. The online poll was available to the public for 4 weeks.

MEETING #3 - SURVEY RESULTS, MARKET ANALYSIS, AND CASE STUDIES

- › The Committee was presented information on the market forces that could shape the study area, and the potential role of the study area in the local and regional economy. The Committee was also presented a number of case studies that demonstrated various ways the Wilburton Commercial Area could transition.
- › Online Survey #1 Summary: A summary of input from the initial Online Survey was provided to the CAC members.

MEETING #4 – VISION STATEMENT, PROPERTY OWNERS PRESENTATION, URBAN FRAMEWORK ASSESSMENT

- › The Committee was issued a number of provocations related to public space, connectivity, placemaking, and urban form organizations. They engaged in an initial exercise to determine how density could be distributed throughout the study area.
- › POPS Presentations – Property owners were provided an opportunity to engage in the urban framework mapping exercise and to present their thoughts and development plans to the CAC for future consideration.
- › Draft Vision Statement: CAC members reviewed the vision statement survey results and draft vision statement.

MEETING #5 - EXERCISE RESULTS AND PRELIMINARY ALTERNATIVES

- › CAC members engaged in a second interactive workshop to further refine the urban framework priorities and urban core density options using the scenario modeling tool, and reviewed the results from the April meeting exercise. The results of the interactive workshop were summarized as part of a series of ‘heat maps’ used to inform the preliminary alternatives for the study area.

MEETING #6 – DRAFT SCENARIOS AND TRANSPORTATION OPPORTUNITIES

- › CAC members reviewed the preliminary alternatives that included; Alt. 1; No Action Baseline, Alt. 2; High Development Scenario and Alt. 3; Very High Development Scenario.
- › Online Open House and Online Survey #2: A second online survey focusing on the preliminary alternatives under study was initiated. Participants would be asked to provide input on initial preferences for each alternative.
- › Transportation Conditions Assessment: CAC members reviewed the current transportation network and street character aspects of the study area, as well as precedents and opportunities within the study area. Committee members engaged in a workshop to define block permeability and street composition.

MEETING #7 - TRANSPORTATION OPPORTUNITIES

- › CAC members reviewed the draft preliminary land use and transportation scenarios (Alternatives 1-3) and draft comparative evaluation criteria and engaged in a discussion regarding potential performance measures to be used to evaluate the draft preliminary scenarios.

MEETING #8 – AFFORDABLE HOUSING AND DESIGN PRINCIPLES

- › Online Open House and Online Survey #3: A third online survey focused on the preferred scenario. Online survey participants reviewed the preferred development concept for the Wilburton Commercial Area and initial implementation strategies and provided feedback for the CAC’s consideration.
- › Affordable Housing: The CAC was presented with an overview of opportunities and needs for affordable housing.
- › Design Principles Exercise: Committee members engaged with property owners to develop design principles for the study area that would shape the character and aesthetic quality of the study area.

MEETING #9 – AFFORDABLE HOUSING AND DESIGN PRINCIPLES

- › Affordable Housing: Committee members reviewed precedents and case studies from the region, and discussed opportunities for affordable housing in the study area.
- › Design Principles: The Committee discussed the results of the design principles discussion and exercise and refined key themes.

MEETING #10 – ECONOMIC DEVELOPMENT AND DEVELOPMENT GUIDELINES

- › Economic Development: The Committee was presented information regarding economic development trends in Bellevue and the region, and its relationship to development patterns and placemaking. Relevant case studies were presented on addressing opportunities for city-owned parcels
- › Development Guidelines – The Committee engaged in an exercise to determine important development guidelines as they relate to the pedestrian realm, urban form, and the relationship to the Eastside Rail Corridor Trail.

MEETING #11 - AFFORDABLE HOUSING AND DESIGN PRINCIPLES, AND INNOVATION AND CULTURE STRATEGIES

- › Principles – The Committee adopted their proposed Design Principles and reviewed a draft of the affordable housing strategies and principles.
- › Innovation and Culture – The Committee engaged in an exercise to determine strategies to foster creativity, innovation, and culture within the study area consistent with the Committee’s vision statement.

MEETING #12 - OVERVIEW OF DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS)

- › Draft Environmental Impact Statement - The Committee discussed some of the key findings in the Draft Environmental Impact Statement and the relationship to some of the key decision points and priorities of the CAC. The Committee was instructed to submit questions and discussion points prior to the next meeting in order to being the process of selecting and refining a preferred alternative.

MEETING #13 - DISCUSSION OF DRAFT ENVIRONMENTAL IMPACT STATEMENT (DEIS)

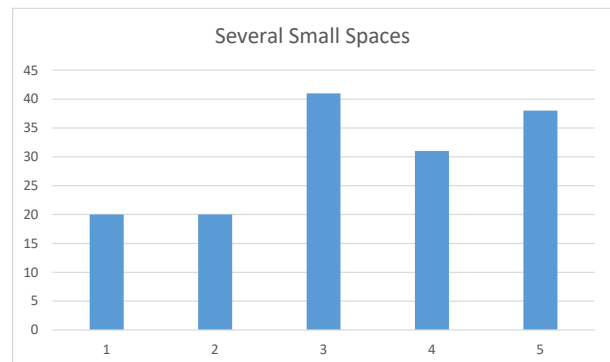
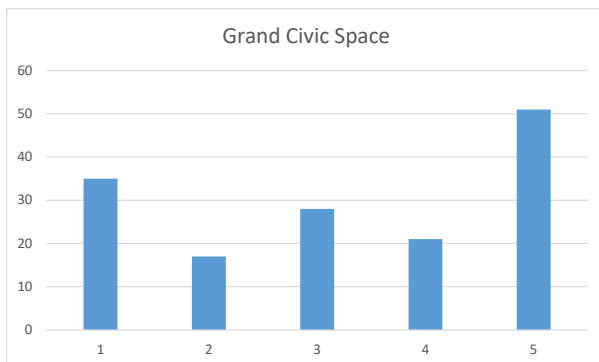
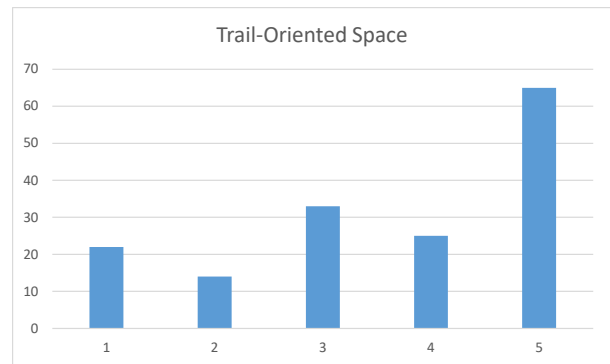
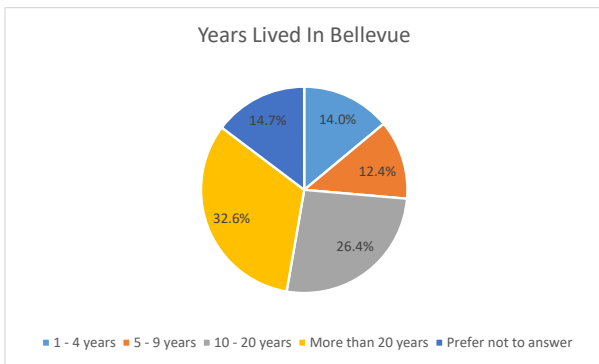
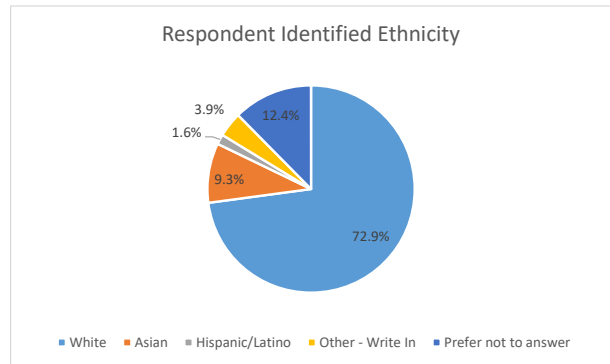
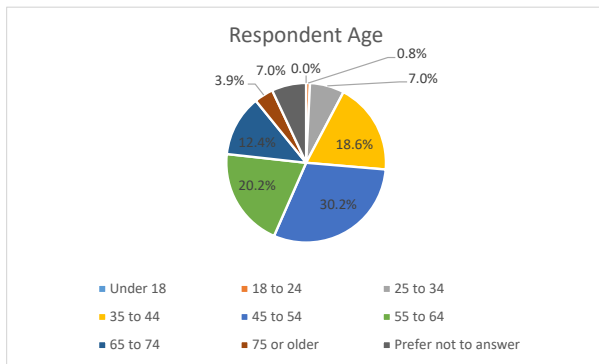
- › Draft Environmental Impact Statement - The Committee discussed key concepts and impacts of the alternatives and began a discussion of selecting a preferred alternative, as well as decisions around key concepts related to transportation, land use, urban design, and parks and open space.

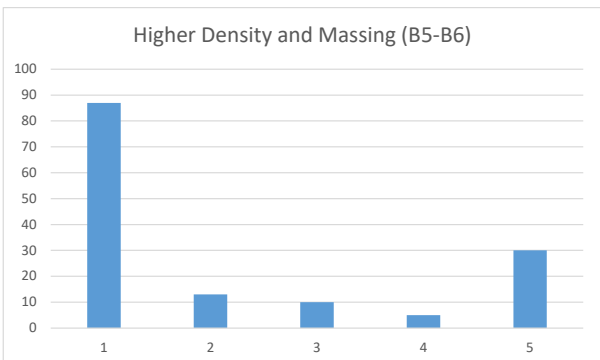
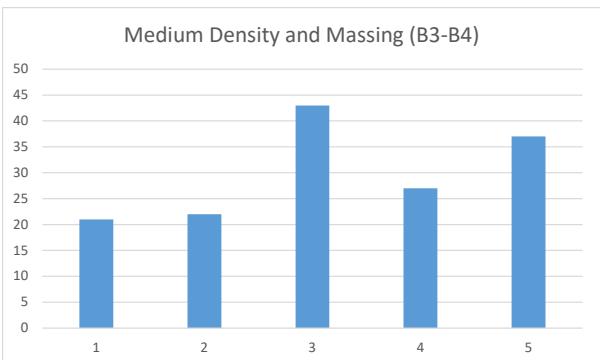
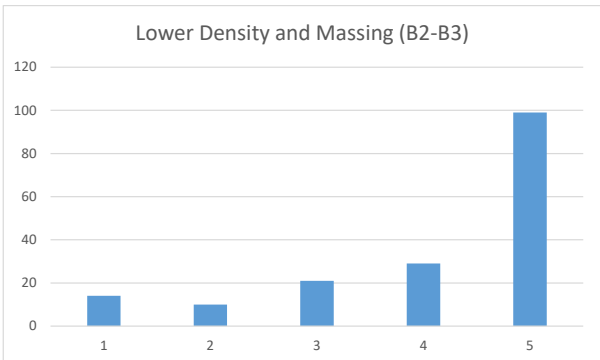
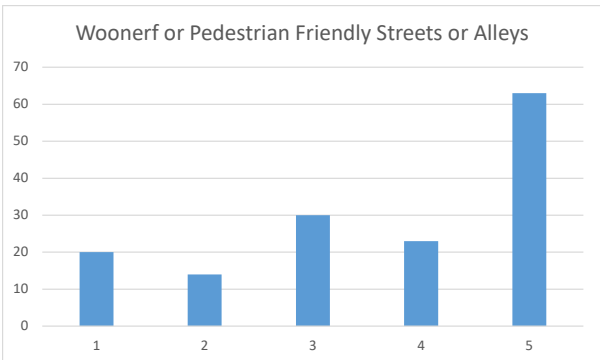
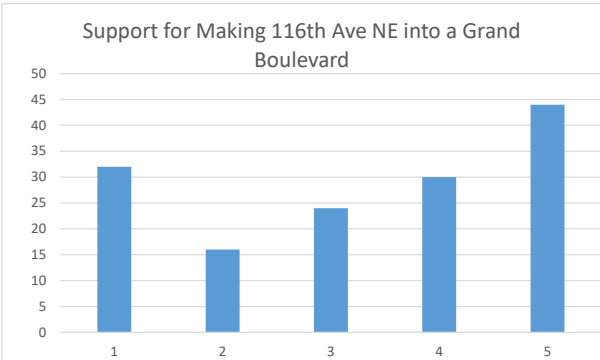
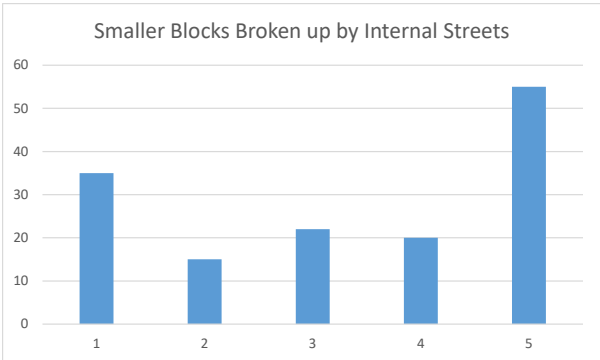
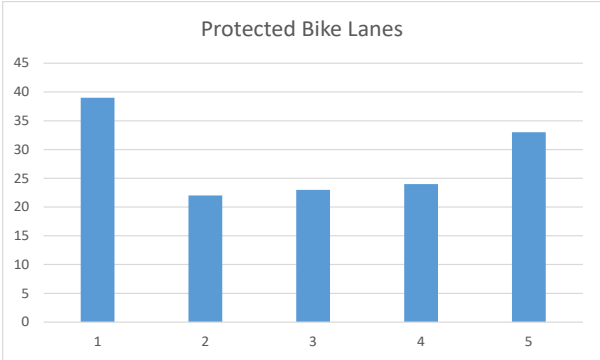
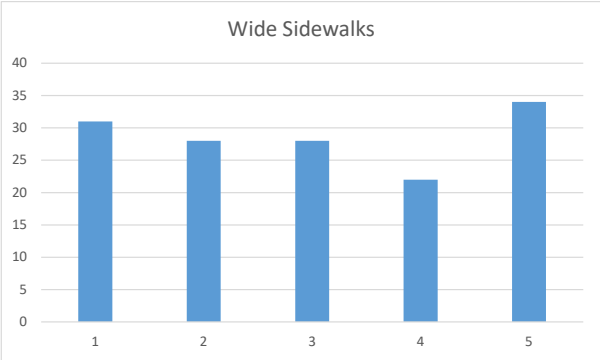
MEETING #14 - SELECT AND REFINE A PREFERRED ALTERNATIVE

- › Preferred Alternative – The Committee discussed the merits of the alternatives as well as key decisions points, making appropriate refinements and final recommendations.

Agendas, presentations, meeting minutes, and other materials available online at: https://planning.bellevuewa.gov/planning/planning-initiatives/wilburton-grand-connection/citizen_advisory_committee/

APPENDIX B: PUBLIC SURVEY RESULTS





APPENDIX C: WILBURTON AREA MARKET ANALYSIS AND DEVELOPMENT STRATEGY

Wilburton Area

Market Analysis and Development Strategy

Date 23 March 2017

To Bradley Calvert, City of Bellevue
Keith Walzak and John Savo, NBBJ

From Brian Vanneman & Edward Kamp, Leland Consulting Group



Introduction

The City of Bellevue has initiated a planning effort for the Wilburton Commercial Area (the “study area”), and this market analysis and development strategy is one component of the Wilburton Area Plan. The general purposes are to:

- Identify demographic conditions that are likely to influence Wilburton’s development, and can be considered by decision makers in planning the area;
- Describe current real estate market conditions for housing, office, retail, and other types of development;
- Provide a reasonable projection of the types and amount of real estate development that can be expected in the area over the next twenty years; and,
- Provide preliminary strategic recommendations about whether and how the area can achieve the emerging goals for the area.

This analysis is organized into the following main sections:

Demographics.....	4
Development Context and Projections.....	11
Placemaking Considerations.....	30
Redevelopment Potential and Phasing.....	35
Appendices: Additional Information.....	37

Emerging Wilburton Area Values

The Wilburton Area has long been identified as a “Special Opportunity Area.” During conversations with the Wilburton Citizen Advisory Committee (CAC), city staff, and other stakeholders, and review of past documents, the following attributes have emerged as potential values or goals for the area, which provide more specificity about what Bellevue’s citizens would like the area to become. The Wilburton planning process is ongoing, and these values will be refined and perhaps changed significantly in the coming months; nonetheless, Leland Consulting Group (LCG) believes that they are a useful starting point:

- Authentic
- A Great Urban Neighborhood
- Connected & Pedestrian Friendly
- Active & Healthy
- Affordable
- Different from Downtown
- Diverse and Multiethnic
- Technology and Entrepreneurism

While market analysis can sometimes be conducted without considering project values, LCG believes that goals and values should guide market analysis, so that the analysis can test the feasibility of the goals and offer preliminary recommendations about how they might be achieved. Therefore, the above emerging goals have guided our analysis.

The Study and Market Areas

This analysis uses several different geographic areas in order to make demographic comparisons and forecast market demand for residential and commercial development. These geographical areas are shown in the figures below. Figure 1 shows two areas: the Wilburton study area (red outline), which is the subject of the Wilburton Plan and approximately 290 acres in size; and the Wilburton “subarea” (larger shaded red area), which extends ½ mile beyond the study area in all directions. LCG and NBBJ Architects (lead consultant for the Wilburton Plan) established this subarea in order to provide a sense of the demographics of the area surrounding the study area, and because the population of the study area is so small. The demographics (household ages, incomes, education levels, etc.) of the subarea indicate the types of individuals most likely to shop, live, work, or visit the study area.

Figure 1. Wilburton Study Area and Subarea

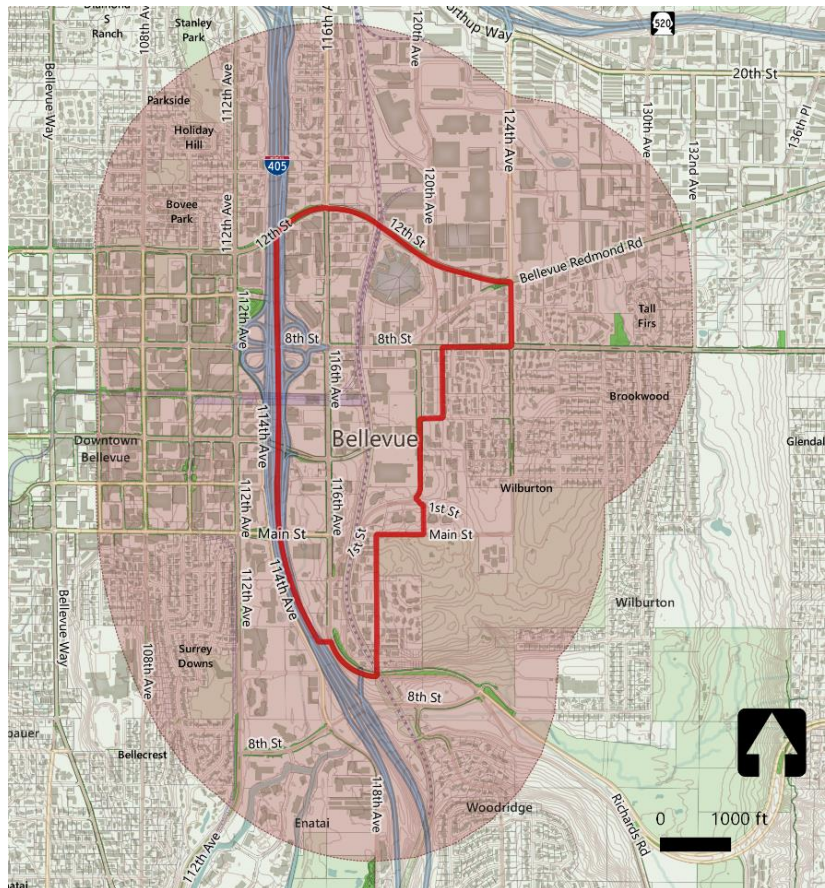
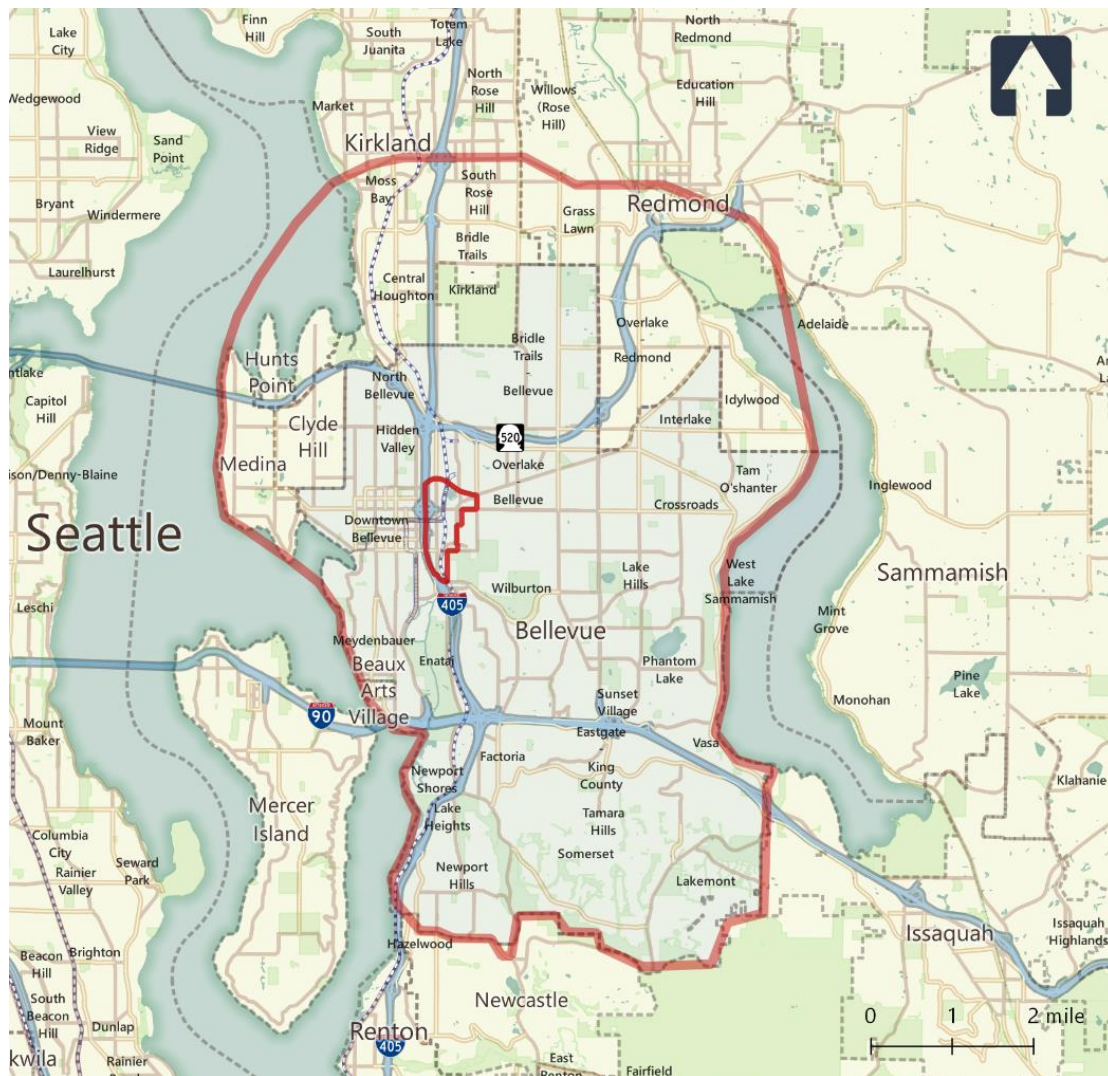


Figure 2 shows the study area (smaller red outline), and the market area, which is defined as the City of Bellevue, and those portions of Redmond and Kirkland south of Redmond Way/Central Way. The market area is an analytic concept used for market analyses; it is the larger context area from which a majority (70 to 80 percent) of demand for real estate is expected to originate—for example, residents' demand for retail goods and services supplied in the study area. It is also the primary area in which other districts or projects may compete with Wilburton. Long-term projects, made by the Puget Sound Regional Council (PSRC) and other sources are used for the market area, and demand capture rates are then estimated for the study area. This methodology is further described in the [Development Context and Projections](#) section.

Figure 2. Wilburton Study Area and Market Area



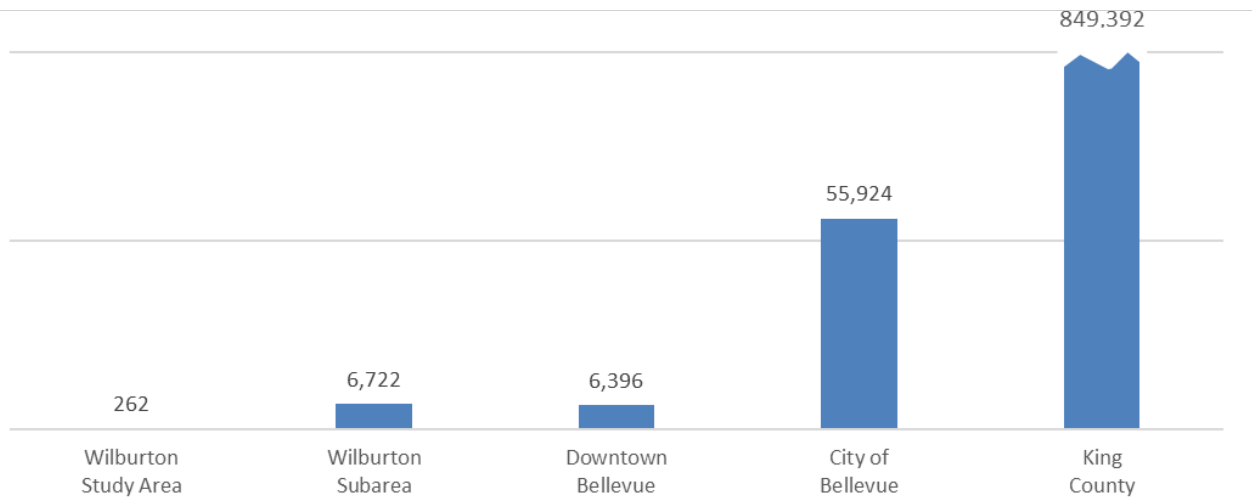
Source: Leland Consulting Group.

Demographics

In the following pages, we compare the demographic attributes of residents living within five different geographical areas: the study area, subarea, downtown Bellevue, City of Bellevue, and King County, as shown below in Figure 3.

Very few households—an estimated 262—currently live in the Wilburton study area. While planners often use the demographics of a place to project the needs and desires of future residents, it is less reliable to do so in this case, since the population is so small, and likely that there will be many more residents in the future than there are now. Nonetheless, information about the identity of these households can help us understand the types of people that live in the study area today, and are likely to live in the study area in the future. Both the subarea and downtown are much larger than the study area, and contain 12 and 11 percent of the City’s population, respectively. The market area has a population of 187,700.

Figure 3. Number of Households



Source: ESRI Business Analyst, US Census, Leland Consulting Group.

Much of the demographics data presented in this section is from ESRI Business Analyst (www.esri.com/software/businessanalyst), a private company that uses public data such as the US Census, as well as private sector data sources, to make demographic and economic projections. ESRI, and competitors such as Claritas, are widely used in the real estate development industry and other industries to understand trends regarding residential, retail, office, and other development.

Figure 4 below shows current population density near the study area. Currently, the study area has few residents and is not dense. By contrast, downtown Bellevue (with a high end of about 40 residents per acre) has the greatest population density of any area shown. Other eastside locations such as central Kirkland and Redmond are relatively dense, as are the Seattle neighborhoods on the western shore of Lake Washington. Urban neighborhoods have higher densities, and Wilburton has the potential to become an urban neighborhood by virtue of its proximity to downtown Bellevue, and the long-term growth projections shown on the next page.

Figure 4. Population Density (per gross acre)

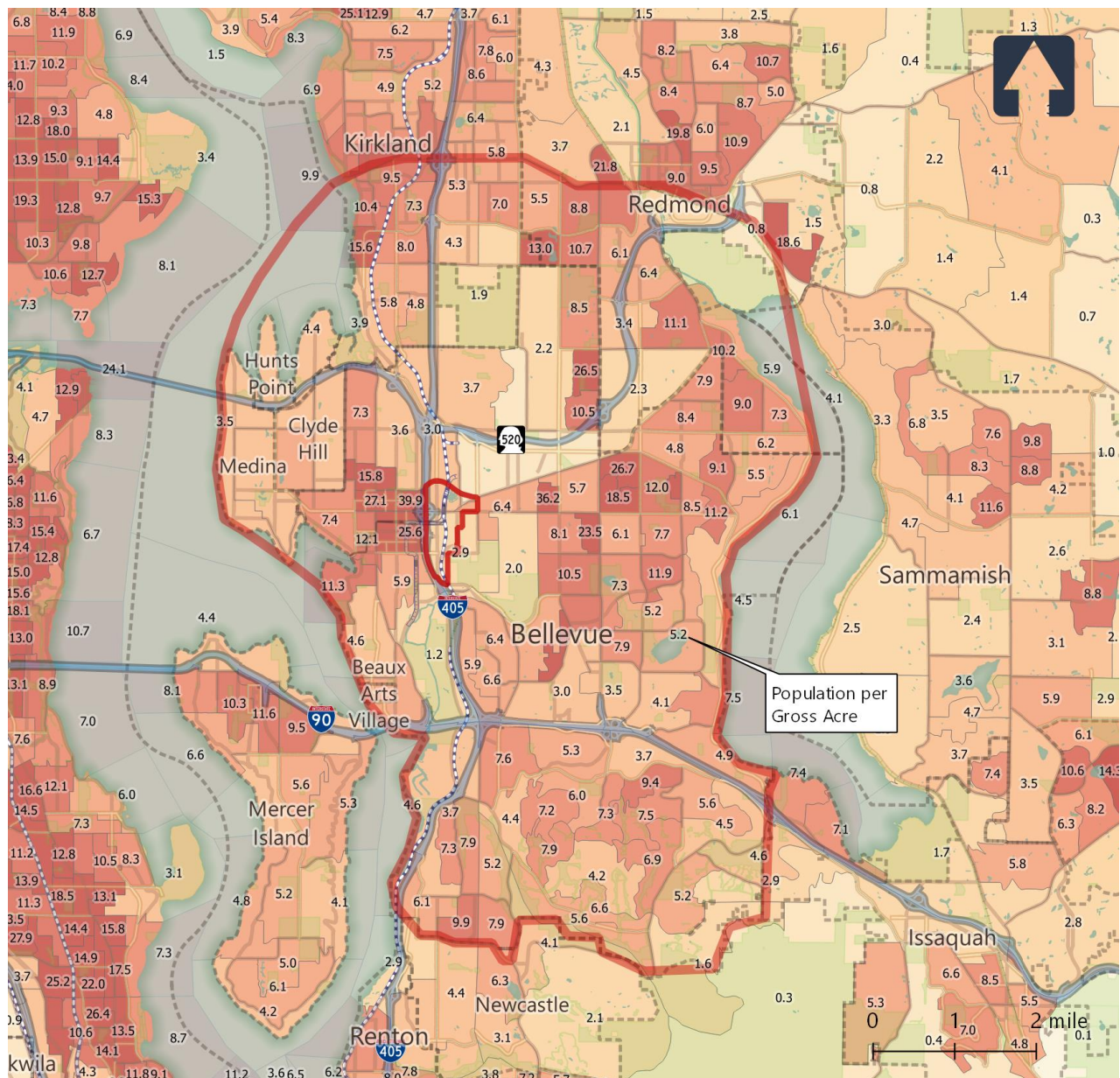
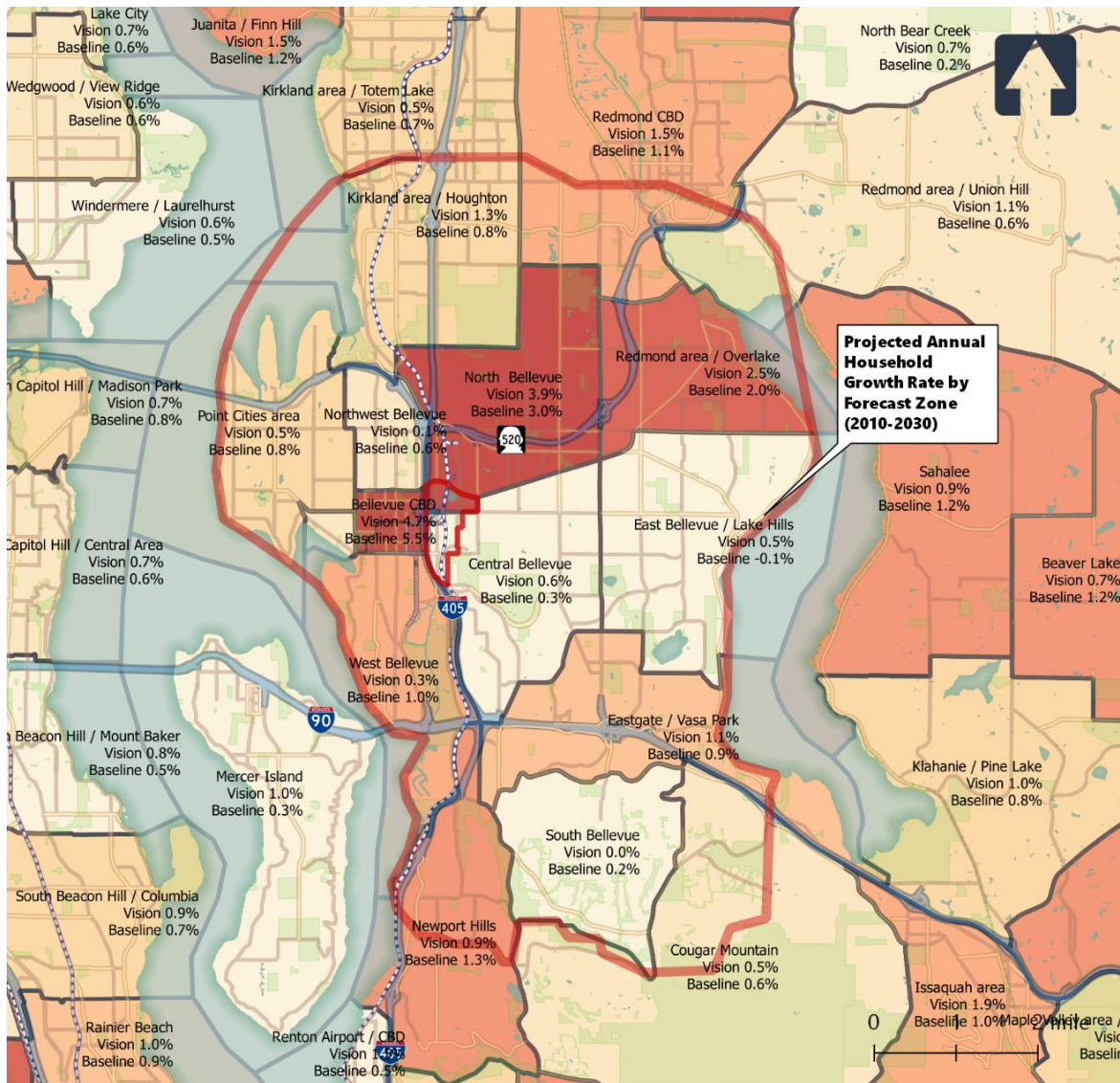


Figure 5 shows the Puget Sound Regional Council's (PSRC) projected annual population growth rate by forecast zone for the Eastside, for 2010 to 2030. Two projections are shown: "vision" (which is based on the goals of PSRC, counties, and cities established in the Vision 2040 plan) and "baseline" (representing the continuation of

development trends in place prior to 2008). The study area is divided between two PSRC zones: North Bellevue and Central Bellevue. North Bellevue is expected to grow very quickly—by 3 percent annually under the baseline projection, and 3.9 percent under the vision. Downtown Bellevue is projected to grow even more quickly, between 4.7 and 5.5 percent annually. Areas that are largely established, moderate density residential neighborhoods, such as East Bellevue, are projected to grow slowly. For comparison, the annual growth rate for the entire Puget Sound region is projected to be about 1 percent.

Figure 5. Population Growth Projection (PRSC)



As shown in Figure 6, households in the study area, subarea, and downtown tend to be smaller, on average, than those in the City and County. Downtown households are the smallest.

Figure 7 below shows the percentage of one and two person households in the five geographic areas. The study area, subarea, and downtown all have significantly more one person households than the City and County, with the greatest concentration of one-person households in downtown, where nearly 60 percent of all

households have one person. This concentration of one person households in Bellevue's urban neighborhoods is consistent with other urban neighborhoods around the West, where single individuals are attracted to a vibrant environment; easy walking access to goods, services, and jobs; and are more willing to accept smaller living spaces. The City and County tend to have more three and four person households and family households.

Figure 6. Average Household Size

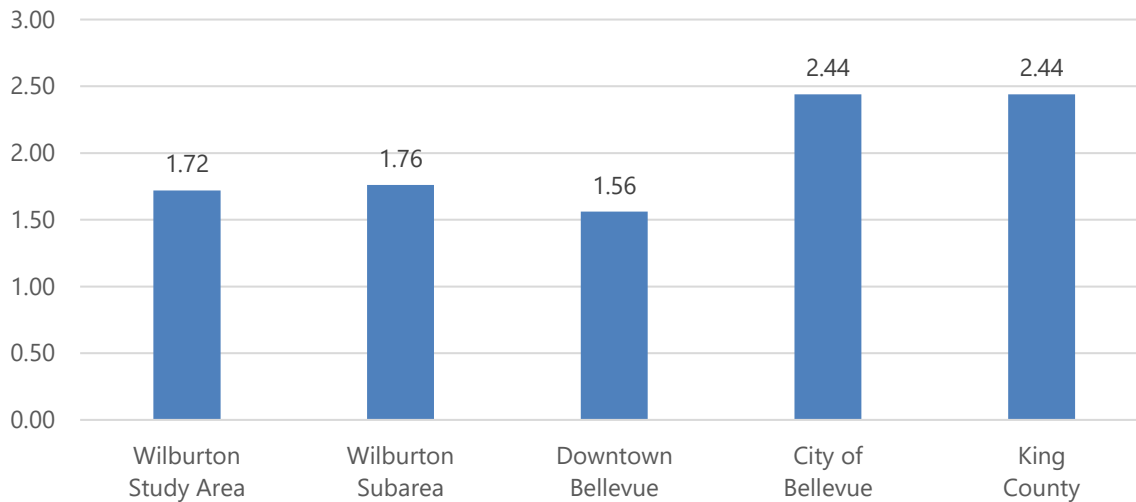
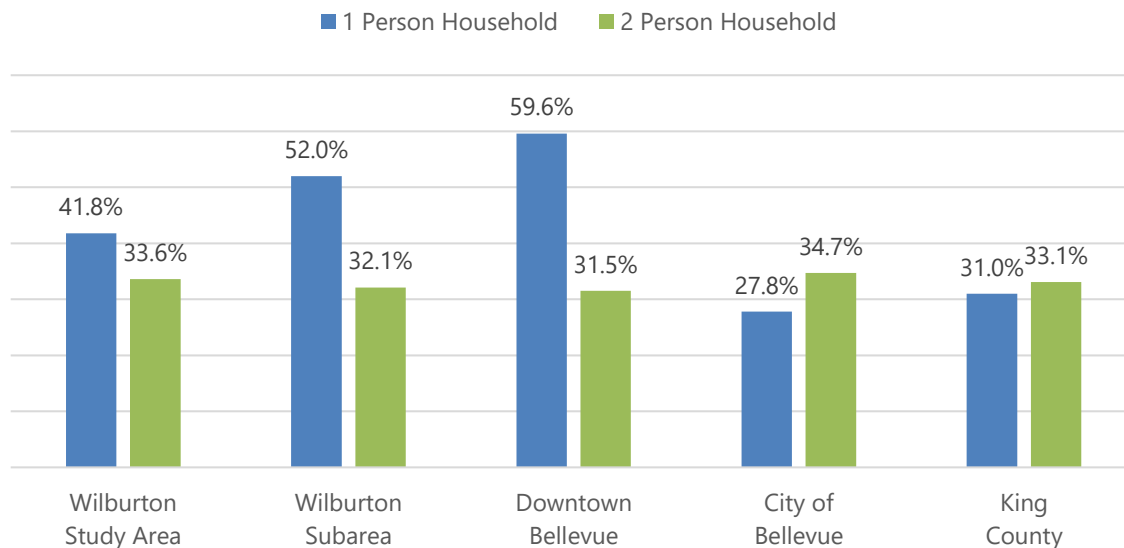


Figure 7. One and Two Person Households

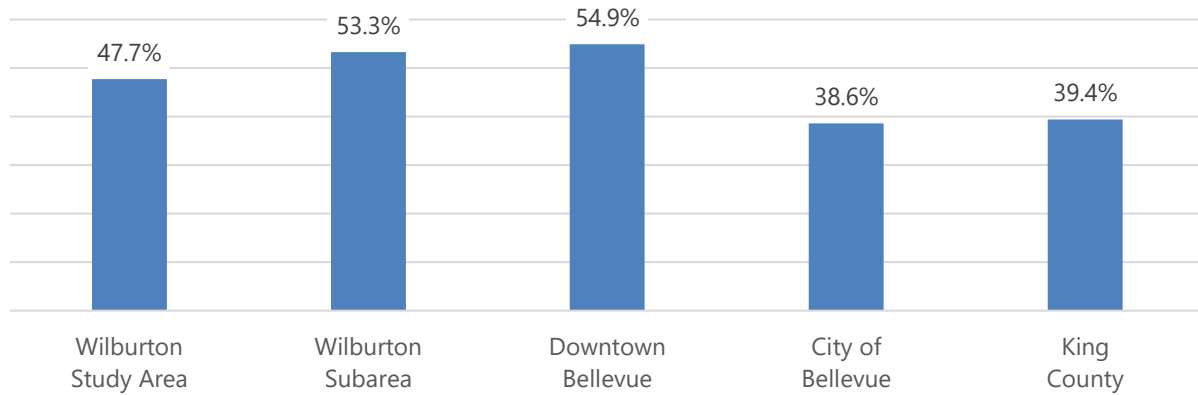


Source: ESRI Business Analyst, US Census, Leland Consulting Group.

As Figure 8 shows, there is a higher percentage of renters in the study area, subarea, and downtown compared to the City and County. Therefore, homeownership rates are higher in the City and County, which is to be expected given the large number of owner-occupied single family homes. Recent housing development in downtown and nearby areas has been almost entirely rental housing: Since 2008, about 91 multifamily housing projects have been approved in the City of Bellevue, only one of which, announced in November 2016, was a

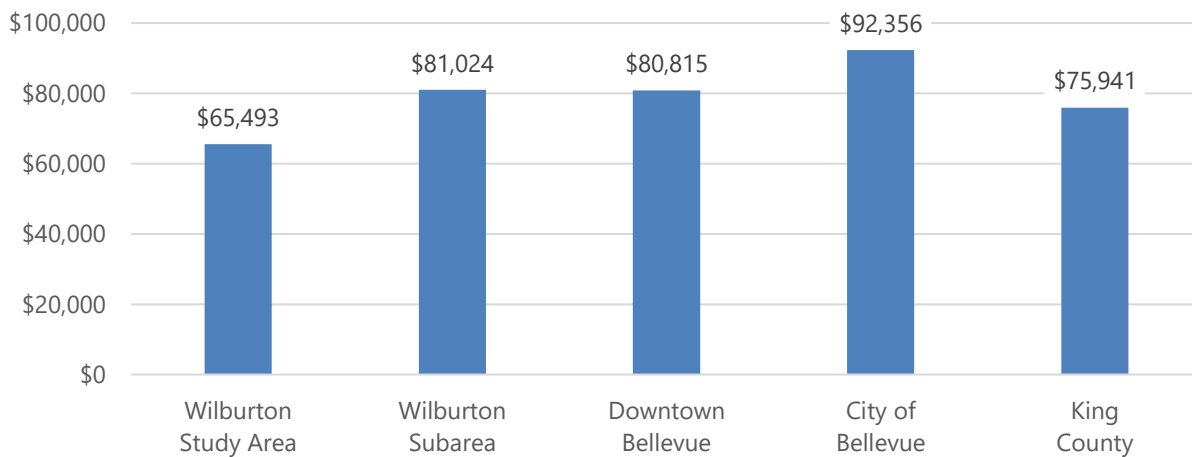
condominium project. LCG expects this general trend—a high share of rentals in and near downtown—to continue, however, the condo market is likely to be stronger in coming decades than it was following the recession.

Figure 8. Percent of Residents who are Renters



Of the five geographical areas tracked for this report, household incomes in the City are the highest. Median incomes in the City are 22 percent higher than those in the County. Incomes in the subarea and downtown are similar (about \$81,000), and lower than those in the City. Incomes in the study area are lowest. A significant part of the reason that household incomes are lower in the study area, subarea, and study area compared to the City, is that there are more one-person households in these areas, and thus, fewer two-income households. In other words, this likely reflects household types rather than per capita incomes.

Figure 9. Median Household Incomes



Source: ESRI Business Analyst, US Census, Leland Consulting Group.

Figure 10 shows the percent of residents aged 25 and older with college degrees, including the share with associates, bachelor’s, and graduate or professional degrees. This confirms that residents of all parts of Bellevue, and particularly the subarea and downtown, are very highly educated. The population of King County itself is highly educated, as the share of the county’s population with a college degree is about 39 percent. Employers, and particularly high-tech and professional service employers, continue to compete aggressively for highly-

educated employees, and locations in cities where a highly-educated workforce lives. This is one among many indicators that the study area and Bellevue can continue to be an employment center.

Figure 10. Educational Attainment

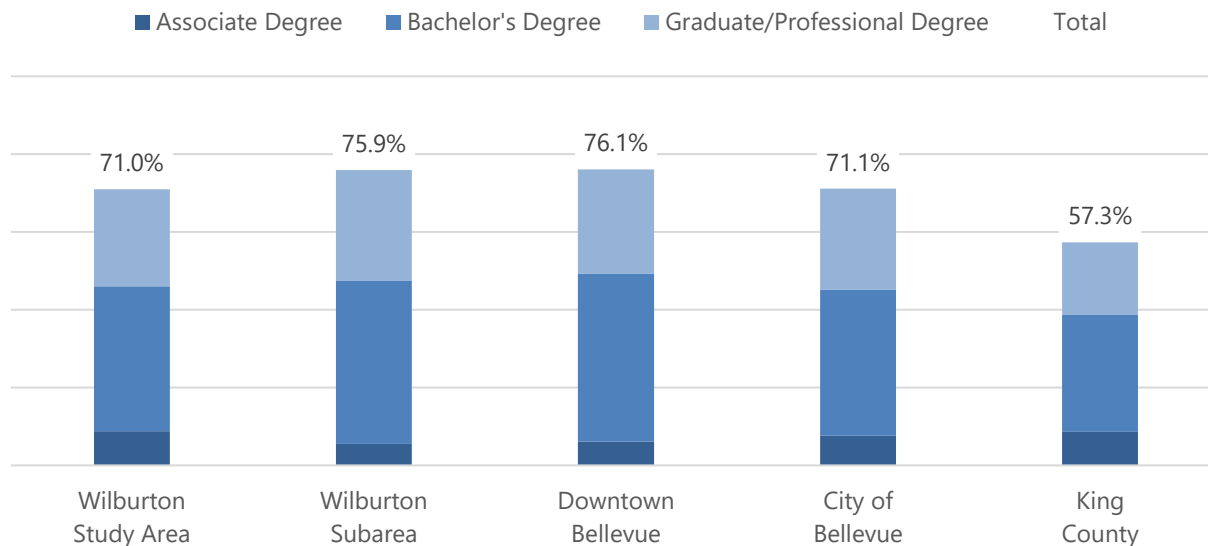


Figure 11 shows the race/ethnicity of the residents of each of the five geographic areas. All the areas within the City of Bellevue—including the study area, subarea, downtown, and City as a whole—have a much larger Asian population than King County. Asians make up more than twice as much of the population in the subarea and downtown compared to the County. By contrast, other racial and ethnic groups—Black, American Indian, Pacific Islander, other, two or more races, and Hispanic—are all more highly represented in the County compared to the City of Bellevue.

Figure 11. Non-White Population by Race/Ethnicity, 2016

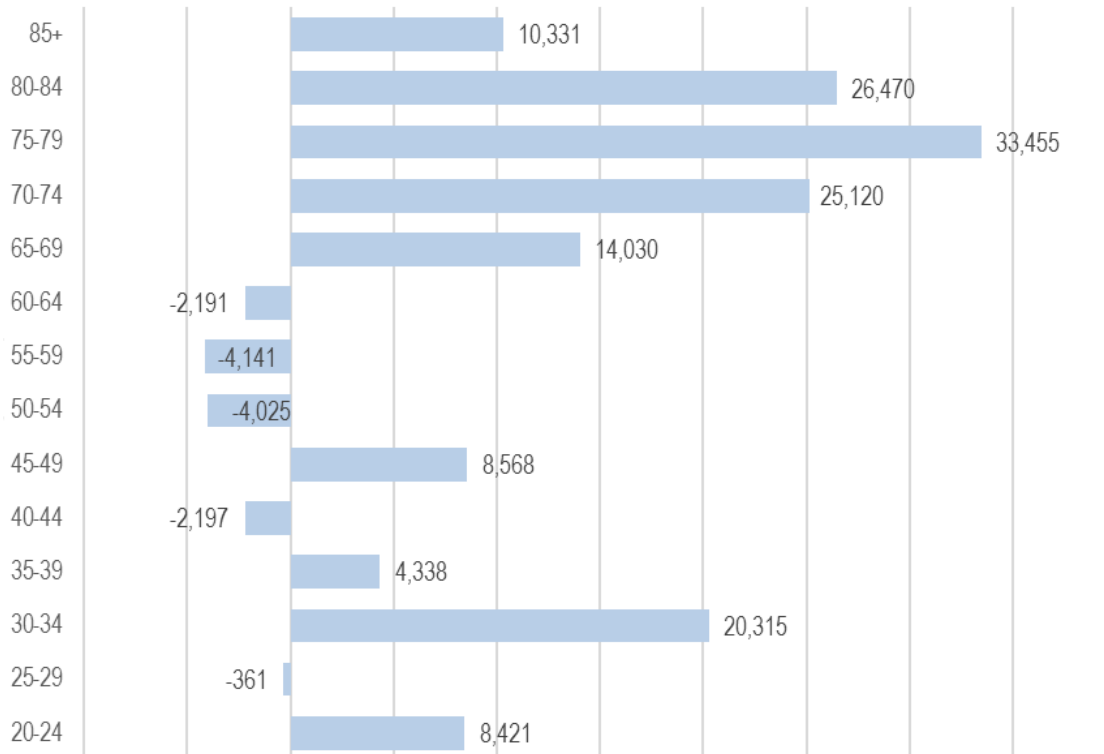
Non-White Population by Race/Ethnicity, 2016	Wilburton Study Area	Wilburton Subarea	Downtown Bellevue	City of Bellevue	King County
Black Alone	3.2%	3.0%	2.8%	2.5%	6.6%
American Indian Alone	0.4%	0.4%	0.2%	0.4%	0.8%
Asian Alone	28.2%	35.1%	38.5%	31.3%	16.9%
Pacific Islander Alone	0.2%	0.2%	0.3%	0.2%	0.8%
Some Other Race Alone	2.6%	2.1%	1.5%	3.2%	4.3%
Two or More Races	4.3%	3.9%	3.5%	4.4%	5.6%
Hispanic Origin	6.7%	5.8%	5.1%	7.4%	9.8%

Source: ESRI Business Analyst, US Census, Leland Consulting Group.

Figure 12 shows the population growth projected for King County between 2015 and 2015, by age category. The most striking trend is that the amount of growth in 65+ aged households will far outpace the growth in households of other ages. This is due to the size of the baby boomer generation, especially compared to the size of the generations that came before them. This significant growth in senior households will affect demand for many types of real estate (particularly housing), as well as healthcare and government services, and should be considered by this and other plans. In general, studies show that—while many boomer households will age

in place, or more to retirement destinations—on balance, they will tend to move to smaller dwellings units that require less maintenance, and are in somewhat denser locations. (See *Age-Related Shifts in Housing and Transportation Demand, A Multidisciplinary Study*, Portland State University, 2006.) A smaller, but still significant, growing age category is young households aged 30 to 34. These are millennials—who are now mostly in their twenties and have been a driving force behind the apartment development boom of the last decade—who will enter their thirties and begin having families. More urban and suburban housing will be needed to accommodate this cohort.

Figure 12. Population Growth by Age Category, King County, 2015 - 2025



Source: OFM, State of Washington.

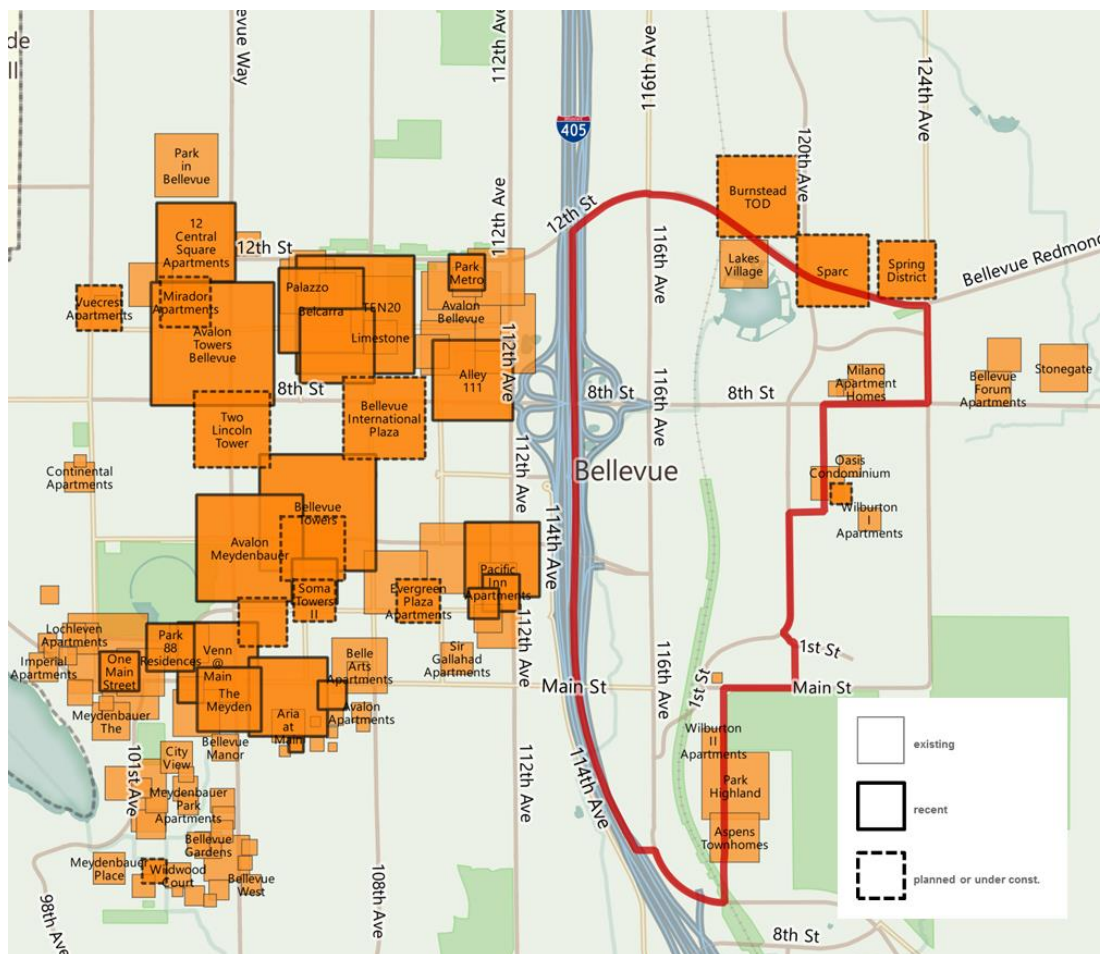
Development Context and Projections

While the last section of this analysis covered demographics in the study area and other relevant geographies, this section documents current and projected future real estate development trends (in housing, office, retail, and other development types), and presents a projection of development that can be “captured” in the Wilburton study area.

Housing

Figure 13 below shows multifamily rental housing including existing (lighter orange), recent (built within the last decade, shown with dark outline), and planned or under construction projects (dashed outline). Owner occupied projects (including condominiums and townhouses) are not shown, however, as noted above, no such projects broke ground between 2008 and 2016. The map shows the extent of the housing development boom--primarily in downtown/west of 405, where about 4,800 units of urban housing are planned or under construction—and also in the Spring District, where three sizeable projects are under construction or planned. By contrast, there have not been any apartment projects built in the study area in the last decade, and there are no such projects proposed or under construction. The study area does appear to be an “opportunity area” between Bellevue’s high-density downtown, and the fast-emerging Spring District and Bel-Red corridor.

Figure 13. Multifamily Housing: Existing, Recent, and Planned



Source: CoStar, Leland Consulting Group.

Two Bellevue housing/mixed use projects, both now under construction, are shown below. The Sparc is one of the first buildings to be built in the Spring District, while Two Lincoln Tower joins many others in the heart of downtown Bellevue. Development costs for mid-rise projects such as the Sparc are lower, since they can be built using wood or light-gauge steel construction over a concrete podium; costs for high rise buildings such as Two Lincoln Tower are higher as they require “type one” concrete and steel construction. These higher construction costs require higher rents or sales prices. Thus, mid-rise construction is more common for “emerging” urban districts, while high-rise construction is more common for mature urban districts, which typically attract older and higher-net worth individuals. LCG would expect this type of trend in Wilburton, with more mid-rise development in early years, and potentially more high rise development as the district matures.

Figure 14. Recent Housing Development

The Sparc
 Mid-rise, mixed use project
 Spring District



Two Lincoln Tower
 High rise, luxury, mixed use project
 Downtown Bellevue



Figure 15 shows LCG’s estimates of housing demand for both the Wilburton market area and the study area. (The market area includes the entire City of Bellevue, as well as the southern parts of Kirkland and Redmond, and is shown in Figure 2.)

In order to make this housing estimate, we begin with population estimates from PSRC and ESRI/US Census. We then apply PSRC’s population growth rates (an average of the baseline and vision growth rates). This generates the “market area demand” for housing shown below: 23,200 new housing units over the next 20 years.

We then estimate “capture rates” for different types of housing—the amount of demand in the market area that the Wilburton study area can capture under low and high (aggressive/optimistic) scenarios. While the study area is likely to capture a significant share of the total market-area demand for rental apartments and attached ownership housing, it is unlikely to capture any demand for single family homes. Capture rates are based on a review of comparable urban districts, particularly downtown Bellevue, and also downtown Kirkland and Redmond, and the Redmond Overlake district.

LCG projects the potential for a total of about 3,500 to 4,500 housing units in Wilburton over the next 20 years. We provide a “range” rather than single “point” forecast in order to indicate the uncertainty involved in long-term projections, since many factors, including the regional and national economy, technology, consumer preferences, and environmental conditions, can affect demand. Additional tables summarizing LCG’s housing forecast methodology are shown in the [Appendix](#).

Figure 15. 20-Year Housing Projection for Wilburton Study Area

Housing Type	Market Area Demand	Study Area Capture Rate	Study Area Development	
			Low	High
Single Family Detached	5,000	0 to 0%	-	-
Rental Apartments	10,600	20 to 26%	2,120	2,760
Attached Ownership (Townhome, Condo, Plex)	7,600	18 to 23%	1,360	1,740
Total Units	23,200	15 to 19%	3,480	4,500
ULI Estimate				5,000

For purposes of comparison, there are about 7,100 housing units in downtown Bellevue today, and about 4,800 more units that are now planned or under construction west of 405. Redmond’s goal for the Overlake district is for 5,000 housing units over twenty years.

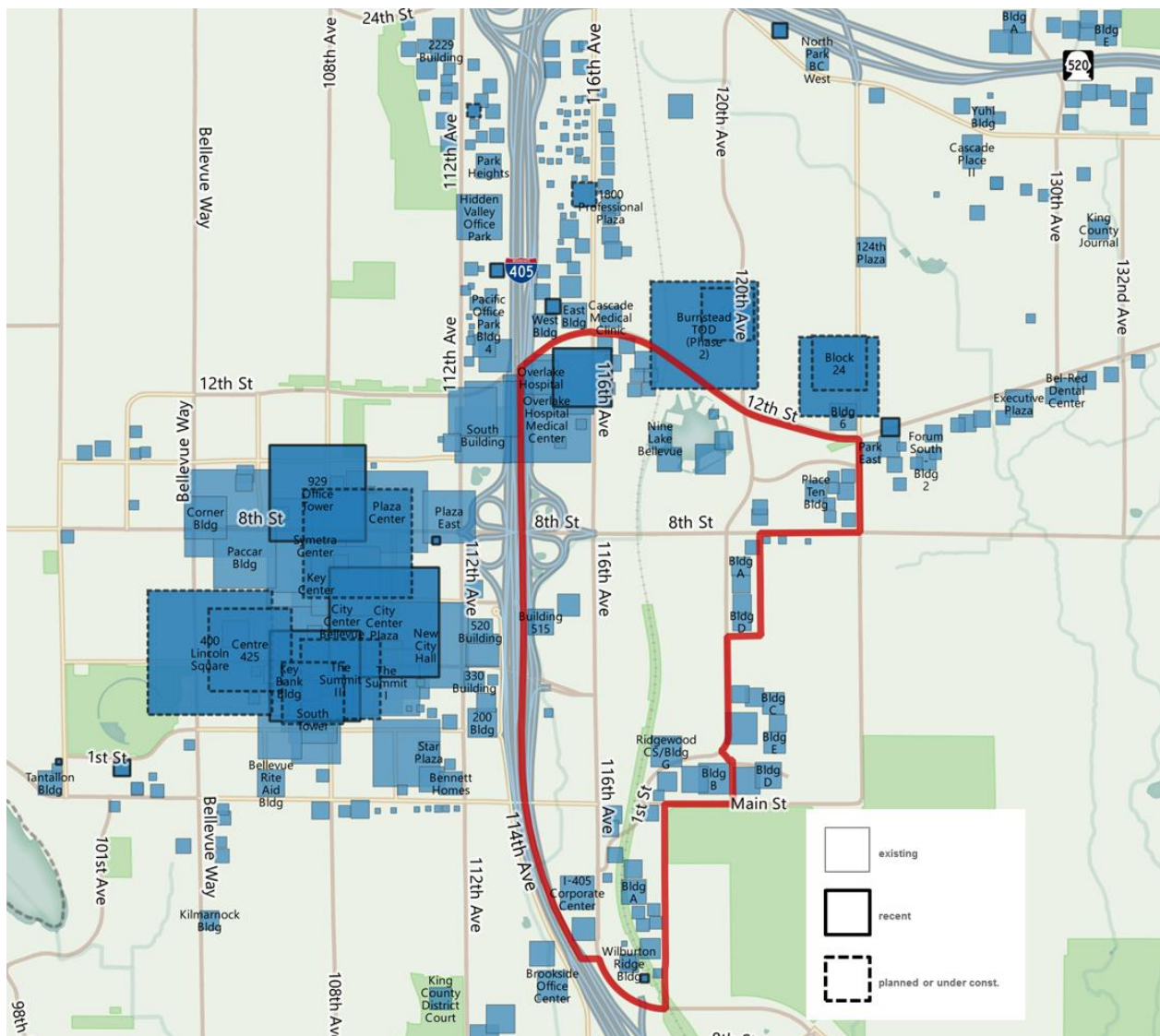
The Urban Land Institute (ULI), in its 2016 report on the Wilburton study area, recommends 5,000 housing units (3,500 rental apartments and 1,500 attached ownership units) for the study area over a 20-year period. (For ULI recommendations, see the “Recommended Land Use” table on page 14 of the ULI report.) LCG views this as an aggressive but potentially achievable target.

Office

Figure 16 shows office development in and near the study area, including existing (lighter blue), recent (built within the last decade, shown with dark outline), and planned or under construction projects (dashed outline).

The office development environment shown below has some similarities to multifamily development, and some differences. Once again, downtown Bellevue is a major center for activity and development, and several projects to the north of the study area are planned or under construction. Much of the study area does not include office development, and office buildings in the southern and eastern parts of the study area are far smaller than those in downtown. However, the northwestern quadrant of the study area includes several large office/employment buildings, the largest of which are two Overlake Hospital facilities. A series of smaller office properties run north along 116th and tend to be occupied by medical and professional office tenants.

Figure 16. Office Buildings: Existing, Recent, and Planned



Source: CoStar, Leland Consulting Group.

According to Colliers brokerage, as of September 2016, downtown Bellevue contained 9.3 million square feet of office space, and had 1.0 million square feet under construction between two buildings: Centre 425, and Lincoln

Square II. Rents in downtown Bellevue are the highest on the eastside on average, at \$40 triple net per square foot per year. At the other end of the Bel-Red Corridor is the second largest office concentration on the eastside: the 520 Corridor, with 7.4 million square feet, and anchored by Microsoft’s world headquarters. (As used by Colliers and in this report, the “520 Corridor” includes a relatively small part of Highway 520 and surrounding areas, from downtown Redmond south to Bel-Red Road.) The Wilburton study area and the Bel-Red Corridor are located between these two regionally significant employment hubs, and linked to them by the East Link Light Rail Extension, which is expected to begin providing service in 2023.

Figure 16 shows two office buildings now under construction in the Spring District, located just northeast of the Wilburton study area: Block 24 (166,000 square feet) and Block 16 (324,000 square feet, label obscured above). When completed, Spring District developers Wright Runstad & Company estimate the district will consist of 3.75 million square feet of office space, 900 apartments or condos, a hotel, street level retail, two acres of parks, a light rail station, and the Global Innovation Exchange (GIX), also under construction (www.thespringdistrict.com). GIX is, “a global partnership between major research universities and innovative corporations to develop thought leaders in innovation. The first two academic partners are Tsinghua University and the University of Washington, with early support from Microsoft.”

Figure 16 also indicates that a “Burnstead TOD” project is planned just north of the study area; however, LCG does not know whether this project will go forward. It was announced in 2013, but there has been no news of an imminent ground breaking.

Figure 17. Eastside Office/Employment Projects



Figure 17 shows several eastside office/employment projects that are representative of regional trends. The Spring District's Block 16 is at top left; below left is the Global Innovation Exchange.

The two images on the right illustrate two major employers' moves to locations adjacent to the Eastside Rail Corridor (ERC)—a pedestrian, bicycle, and transit-way that is now in the planning and development phases. REI is moving its headquarters to the Spring District. (The photo below is of REI's current headquarters in Kent.) Google has a new campus in Kirkland which connects directly to the ERC/Cross Kirkland Corridor. This connection to the active transportation and green space provided by the ERC is seen as an important workplace amenity for these two major employers. The ERC will help them attract top employees and to reflect the active lifestyles embraced by the companies.

Both in the Pacific Northwest, and around the country, major employers are relocating from office-only suburban campuses to downtowns and mixed-use districts. This can be seen in the examples cited immediately above (REI, Google), as well as in Amazon's major investments in South Lake Union, and Weyerhaeuser's relocation from a suburban campus in Federal Way to Seattle's Pioneer Square district. General Electric moved from suburban Fairfield, Connecticut to central Boston, after being in its former location for more than 40 years. According to Forbes magazine, "GE wanted to move to a place that had a walkable urban environment and access to transit... in a vibrant, innovative environment that would be stimulating to workers."

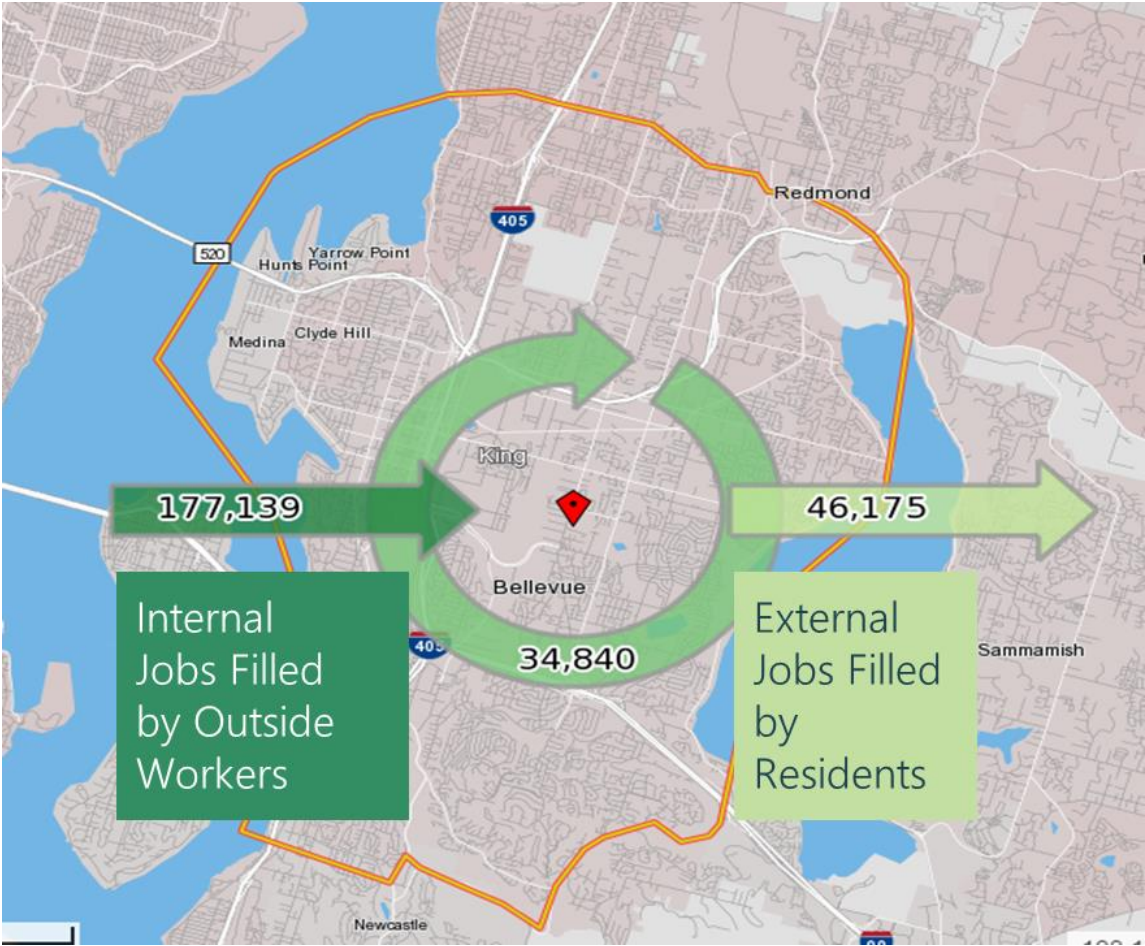
According to a nationwide study by commercial real estate firm Cushman & Wakefield, "Hundreds of companies across the United States are moving to and investing in walkable downtown locations. As job migration shifts towards cities and as commercial real estate values climb in these places, a vanguard of American companies are building and expanding in walkable downtown neighborhoods." (*Core Values: Why American Companies are Moving Downtown*, 2015.) Cushman & Wakefield identified the following reasons for the relocations:

- To attract and retain talented workers
- To build brand identity and company culture
- To support creative collaboration
- To be closer to customers and business partners
- To centralize operations
- To support triple-bottom line business outcomes (social, environmental, and financial).

LCG believes that these employment trends—towards mixed-use locations, with active transportation and transit options, and a highly-talented workforce—favor the Wilburton study area and nearby locations such as the Spring District and downtown Bellevue—if the study area can realize the promise of an active, interesting, mixed use environment.

Figure 18 shows the number of workers that enter, leave, and remain within the market area. This data from the US Census, confirms that the market area is a major regional employment hub, with 177,139 “primary” jobs within the market area being filled by workers from outside the area, and 34,840 jobs filled by workers who live in the market area, for a total of 211,979 jobs in the market area. 46,175 workers leave the market area for jobs elsewhere. The Census reports “primary” jobs, and some individuals have additional, “non-primary” jobs that comprise a smaller share of their income.)

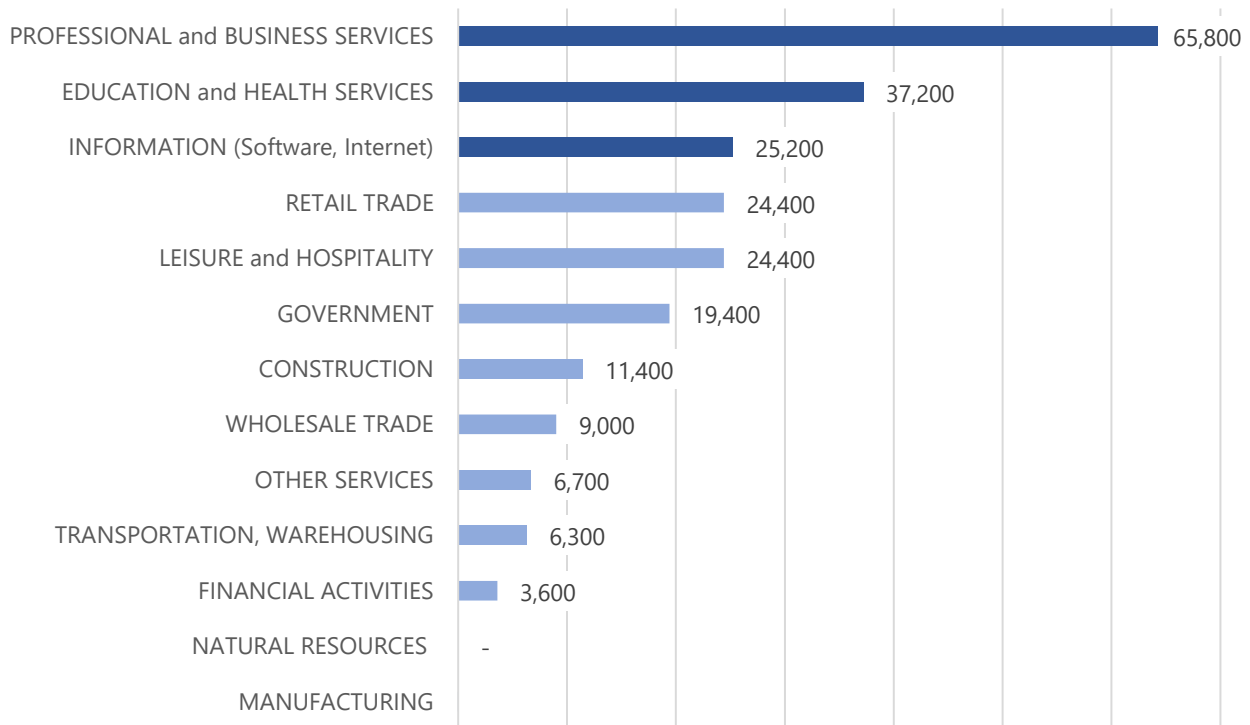
Figure 18. Workers Entering and Leaving the Market Area



Source: U.S. Census Longitudinal Employer-Household Dynamic, Leland Consulting Group.

Figure 19 shows the State of Washington’s job growth projections for King County between the years 2014 and 2024. King County is projected to add approximately 230,000 jobs during this decade. Due to educational attainment, historical office and employment development patterns, major employers, and other factors, the City of Bellevue and the study area are well-positioned to capture jobs in the three industry sectors where the highest levels of growth will occur: professional and business services, education and health services, and information (which includes software and other information technology sub-sectors). These sectors are shown in darker blue below.

Figure 19. Job Growth, King County, 2014 – 2024



Source: Washington State Employment Security Department.

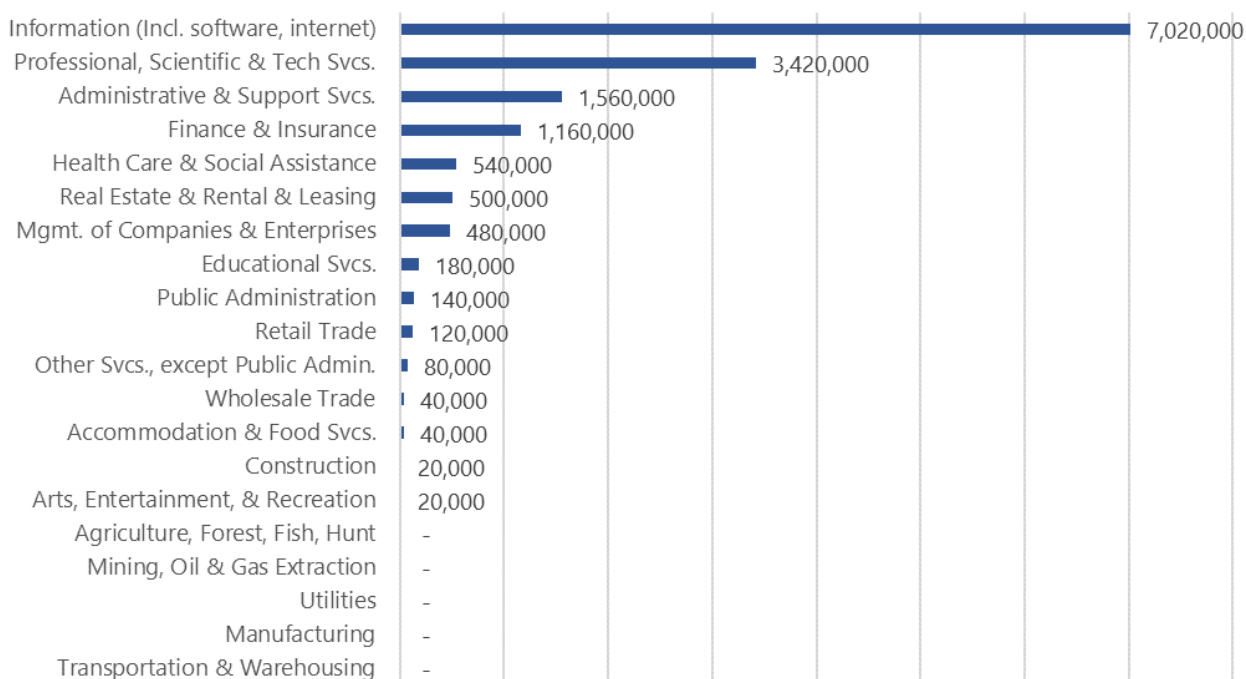
Figure 20 below provides a detailed calculation of LCG’s 10-year office space demand by industry sector within the market area. Figure 21 shows LCG’s 20-year demand projection. (The office demand estimates in Figure 21 are twice the 10-year projections, and have been ordered to highlight the sectors where the largest amount of office demand is likely to occur). Both are based on existing employment figures by the US Census LEHD program, growth forecasts by PSRC and the State of Washington, existing office space data from CoStar commercial real estate information, and other sources.

Note that the industry sectors in which employment is growing fastest (Figure 19) do not necessarily generate the greatest demand for office space. For example, healthcare employment will see significant job growth in coming decades, but most industry, but about two-thirds of healthcare workers are not expected to work in leasable office space; most will work in hospitals, clinics, etc. By contrast, about 95 percent of employees in the “FIRE industries” (finance, insurance, real estate) and information, are expected to work in offices and generate demand for new office space.

Figure 20 indicates a total demand within the market area of approximately 7.6 million square feet of new office space over the next decade, Figure 21 shows demand for 15.2 million square feet of office space over the next twenty years, and which industry sectors will generate the greatest demand.

Figure 20. 10-Year Office Demand by Industry Category

NAICS Code (2-Digit)	Industry Sector	Market Area Current Jobs	Annual Growth Rate	Market Area Yr. 10 Jobs	10-yr. Job Growth	Est. Pct. in Office Space	Est Current Office Inventory (s.f.)	10-yr New Market Area Office Demand
11	Agriculture, Forest, Fish, Hunt	33	0.0%	33	0	20%	1,914	-
21	Mining, Oil & Gas Extraction	0	0.0%	0	0	20%	0	-
22	Utilities	279	1.0%	308	29	30%	24,273	2,539
23	Construction	6,607	1.3%	7,518	911	5%	95,802	13,209
31-33	Manufacturing	9,562	0.0%	9,562	0	30%	831,894	-
42	Wholesale Trade	9,199	1.2%	10,364	1,165	6%	160,063	20,279
44-45	Retail Trade	16,754	1.5%	19,444	2,690	8%	388,693	62,401
48-49	Transportation & Warehousing	1,013	1.1%	1,130	117	6%	17,626	2,038
51	Information	61,576	1.9%	74,328	12,752	95%	16,964,188	3,513,217
52	Finance & Insurance	10,195	1.9%	12,306	2,111	95%	2,808,723	581,675
53	Real Estate & Rental & Leasing	4,311	1.9%	5,204	893	95%	1,187,681	245,964
54	Professional, Scientific & Tech Svcs.	28,298	2.0%	34,495	6,197	95%	7,796,099	1,707,302
55	Mgmt. of Companies & Enterprises	4,205	1.9%	5,076	871	95%	1,158,478	239,916
56	Administrative & Support Svcs.	18,280	1.7%	21,636	3,356	80%	4,240,960	778,693
61	Educational Svcs.	11,497	1.6%	13,475	1,978	15%	500,120	86,033
62	Health Care & Social Assistance	16,119	1.6%	18,892	2,773	33%	1,542,588	265,365
71	Arts, Entertainment, & Recreation	2,521	1.3%	2,869	348	5%	36,555	5,040
72	Accommodation & Food Svcs.	13,665	1.2%	15,396	1,731	3%	118,886	15,062
81	Other Svcs., except Public Admin.	5,468	1.2%	6,161	693	20%	317,144	40,180
92	Public Administration	2,326	1.2%	2,621	295	80%	539,632	68,367
Total / Average		221,908	1.63%	260,818	38,910		38,731,315	7,647,279

Figure 21. 20-Year Office Demand by Sector, Market Area

Note: The above demand estimate assumes that market-area office employees currently occupy an average of 290 square feet; and will occupy an average of 240 square feet in the future due to mobile working, paper reduction, smaller workspaces, etc. Source: US Census LEHD, PSRC, State of Washington Employment Security Department, CoStar, Leland Consulting Group.

LCG projects demand for about 1.8 to 3.0 million square feet of office space in the Wilburton study area over the next 20 years, as shown in Figure 22 below. This is based on the study area’s ability to capture between 12 and 20 percent of office development within the market area, and takes into the account that other major eastside employment centers—downtown Bellevue, Bel-Red Corridor, 520 Corridor, Kirkland, etc.—will also capture a share of office development. For reference, more than a quarter (25 percent) of market-area office space is now located in downtown Bellevue, and more than a fifth (20 percent) is located in the 520 Corridor. We provide a “range” rather than single “point” forecast in order to indicate the uncertainty involved in long-term projections, since many factors, including the regional and national economy, zoning and other types of regulation, technology, consumer preferences, and environmental conditions, can affect demand.

The ULI’s 2016 report on the Wilburton study area recommends 5 million square feet of office development in the study area over the next 20 years. LCG views this as an aggressive but potentially achievable target.

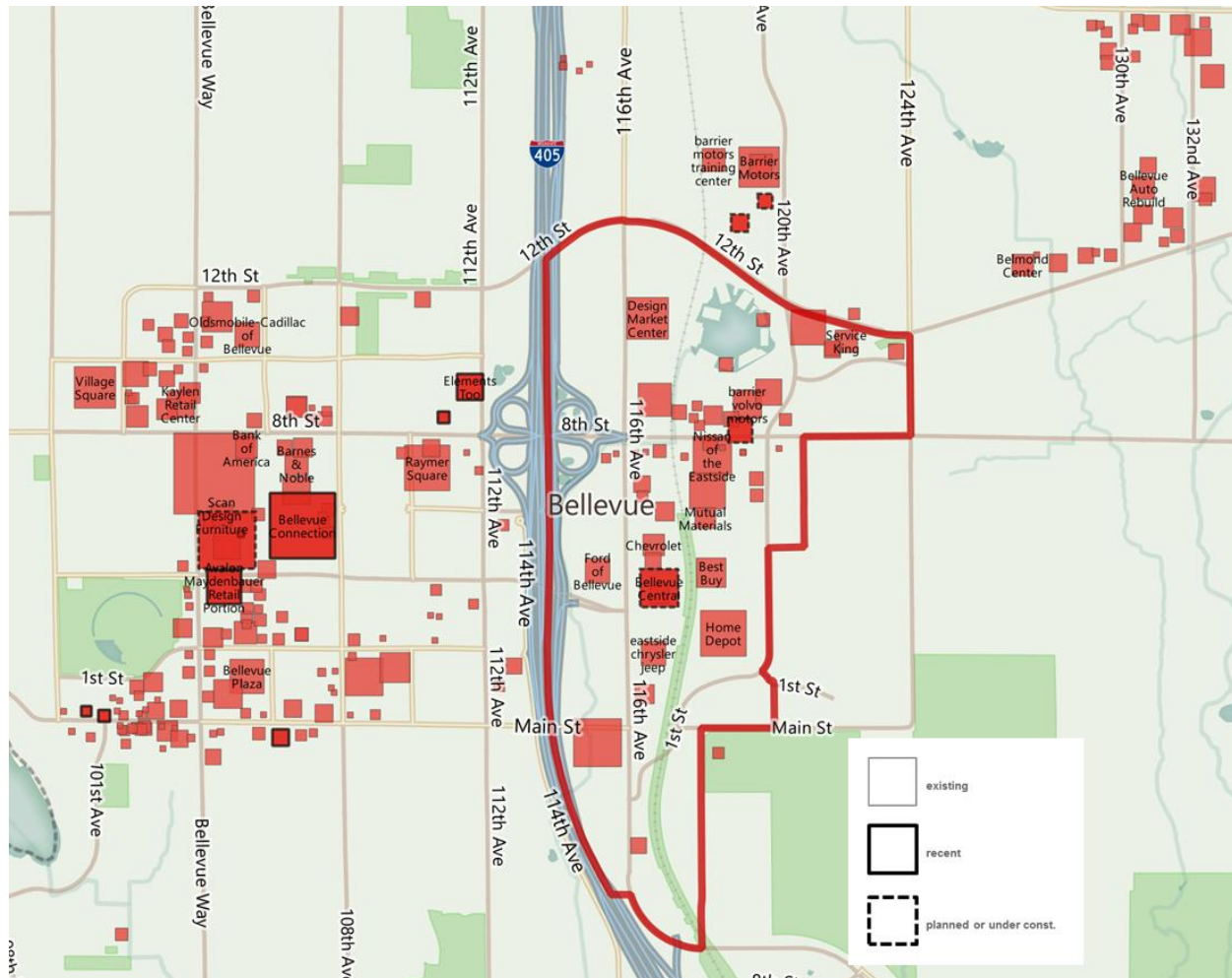
Figure 22. 20-Year Office Projection for Wilburton Study Area

Market Area Demand (SF)	15,200,000
Study Area capture rate	
Low	12%
High	20%
Study Area Demand (SF)	
Low	1,800,000
High	3,000,000
ULI Estimate	5,000,000

Retail

Figure 23 shows existing, recent, and planned/under construction retail buildings in the Wilburton study area and surrounding areas. Whereas the maps above highlight that there is relatively little urban housing or office space when compared to neighboring areas—particularly downtown—it is obvious from this map and people’s day-to-day experience, that the Wilburton study area is a center for retail activity and regional destination for certain goods and services. It’s location adjacent to I-405 is a significant asset that provides access for residents throughout the eastside, and potentially the Puget Sound region.

Figure 23. Retail Buildings: Existing, Recent, and Planned



Source: CoStar, Leland Consulting Group.

Retailers now in the study area. Some notable retailers and retail types are shown in Figure 24 below. Perhaps most visible in the study area are car dealerships, including Chevrolet, Ford, Chrysler, Porsche, Infiniti, and Mercedes-Benz, among others. These dealerships are most dominant along 116th Avenue NE and NE 8th Street.

Other retailers in the study area that serve large market areas include the Design Market (home decorating and furniture), REI, and big box retailers (Home Depot and Best Buy).

Another less visible but important type of retailer are grocery stores. There are now three in the area (Whole Foods, Uwajimaya, and Trader Joes), and rumors that a fourth store may be built in the area soon. Grocery stores are traditionally anchor retailers for other neighborhood-serving retailers, and for residential development, since residents of urban districts want to live within walking distance of fresh and prepared foods.

Uwajimaya is also notable since it is distinctive, “authentic” (with only three locations in the Puget Sound region), and reflects and serves Bellevue’s significant Asian population. Special, signature retailers (like Uwajimaya) and retail clusters can provide the basis for additional retailers and an established identity for an urban district. For example, numerous clothing retailers are located at Bellevue Square, and numerous unusual food vendors have clustered around Pike’s Place market.

The study area also includes a variety of restaurants ranging from fast food, to two restaurants with views onto Lake Bellevue (I Love Sushi and Crab Pot).

Figure 24. Study Area Retailers: Uwajimaya, Whole Foods, and Chevrolet of Bellevue



Food's role in retail. Eating, drinking, and connecting with fresh food is the ultimate retail and sensory experience, and is an important component of many great urban mixed-use districts. Food connects. It connects families and friends, across cultures and ages, and via all senses, in a way that most other retail experiences do not. Several special mixed-use districts are shown below.

Further, food services are growing as a share of all retail, since it is far less susceptible to being replaced by online shopping, compared to most other types of retail. According to a study by commercial real estate firm CBRE, "Placemaking is not sustainable without food and beverage." Restaurants, coffee shops, and bars are excellent ground-floor tenants. And from an economic point of view, great ground floor tenants drive demand and higher achievable pricing for the housing, office, and other spaces located in upper floors. Therefore, LCG recommends that places to eat and enjoy food and drink should be an integral part of the future Wilburton study area. Where possible, the district should feature food vendors who are distinctive and authentic to the area.

Figure 25. Food as a Fundamental Element of Place Making: Granville Island,

Granville Island, Vancouver, BC



Plaza Real, Barcelona



LCG's 10-year retail demand projections are summarized below. A significant demand driver for retail is a growing population base, both throughout the market area and in the study area, as well as a growing base of employees. Given demand for 2.19 million square feet of retail throughout the market area in the next decade, LCG projects that the study area can capture 9 to 16 percent of this demand. This is comparable to, but lower than, the study area's projected capture rate for office space. As an emerging urban district, the Wilburton study area's capture rate is expected to be higher in some categories (food service), and lower in others (building materials) that tend to be more land intensive.

Figure 26. 10-Year Retail Demand by Industry Category (automotive not shown)

Consumer Spending

	Current Est. HH Demand (ESRI)	Current Est. Sales (ESRI)	Projected Trade Area HH Growth Rate	Year 10 Projected Trade Area Demand	Growth in Demand	Est. Sales/s.f. (existing stores)	Est. Sales/s.f. (new stores)
Furniture and Home Furnishings	\$143,468,607	\$167,565,635	1.4%	\$164,868,024	\$21,399,417	\$250	\$260
Electronics and Appliance	\$266,242,516	\$236,824,487	1.4%	\$305,954,580	\$39,712,064	\$400	\$430
Building Material, Garden Equip	\$255,691,967	\$193,137,045	1.4%	\$293,830,338	\$38,138,371	\$240	\$280
Food and Beverage (grocery)	\$804,213,565	\$833,812,578	1.4%	\$924,168,037	\$119,954,472	\$420	\$450
Health and Personal Care	\$286,187,951	\$303,745,727	1.4%	\$328,875,026	\$42,687,075	\$470	\$500
Clothing and Accessories	\$240,390,711	\$436,928,061	1.4%	\$276,246,785	\$35,856,074	\$350	\$380
Sporting Gds, Hobby, Book, Music	\$153,778,579	\$164,749,280	1.4%	\$176,715,805	\$22,937,226	\$240	\$260
General Merchandise	\$927,959,089	\$792,520,860	1.4%	\$1,066,371,132	\$138,412,043	\$270	\$300
Misc. Store Retailers	\$224,069,643	\$238,286,088	1.4%	\$257,491,307	\$33,421,664	\$220	\$240
Foodservice and Drinking Places	\$495,178,247	\$485,694,040	1.4%	\$569,037,789	\$73,859,542	\$320	\$340
Other	\$421,866,795	\$428,097,608	1.4%	\$484,791,385	\$62,924,590	\$220	\$240
Totals	\$4,219,047,670	\$4,281,361,409		\$4,848,350,208	\$629,302,537		

Retail Space (square feet)

	Growth in Demand (s.f.)	Plus Recapture-able Existing Leakage (s.f.)	Plus Est. Obsolete s.f. Replaced (1% in 10 yr)	Total New 10-yr Demand (s.f.)	Conservative Subject Capture Rate	10-yr Conservative Capture (s.f.)	Attainable Subject Capture Rate	10-yr Attainable Capture (s.f.)
Furniture and Home Furnishings	82,305	0	6,703	89,008	5%	4,000	10%	9,000
Electronics and Appliance	92,354	6,841	5,921	105,116	5%	5,000	10%	11,000
Building Material, Garden Equip	136,208	67,023	8,047	211,279	5%	11,000	10%	21,000
Food and Beverage (grocery)	266,565	0	19,853	286,418	10%	29,000	20%	57,000
Health and Personal Care	85,374	0	6,463	91,837	15%	14,000	25%	23,000
Clothing and Accessories	94,358	0	12,484	106,842	5%	5,000	10%	11,000
Sporting Gds, Hobby, Book, Music	88,220	0	6,865	95,085	10%	10,000	20%	19,000
General Merchandise	461,373	45,146	29,353	535,872	5%	27,000	10%	54,000
Misc. Store Retailers	139,257	0	10,831	150,088	10%	15,000	20%	30,000
Foodservice and Drinking Places	217,234	8,368	15,178	240,780	25%	60,000	35%	84,000
Other	262,186	0	19,459	281,645	10%	28,000	15%	42,000
Totals	1,925,436	127,379	141,155	2,193,969		208,000		361,000

Note: "Other" includes non-traditional retail/commercial tenants such banking, in-line or ground floor medical or dental services, other professional services, daycare, health clubs, and cinema, and is estimated to take 10 percent of all future retail space.

LCG projects demand for about 416,000 to 722,000 square feet of retail space in the Wilburton study area over the next 20 years, as shown in Figure 27 below. ULI's recommendation is for 310,000 square feet of retail over the same time period. LCG's assessment is that, while ULI's recommendation takes into account new retail spending and space that will be needed to accommodate demand by *new residents of the study area*, our forecast includes additional sources of demand, including new employees in the area, and the growth in demand due to a growing employment and population base throughout the market area, as shown in the calculations above and below.

For reference, the Bellevue Collection (which is located in downtown Bellevue and includes the Bellevue Square shopping center) is now adding 350,000 square feet of retail, which will bring its combined retail square footage to 2.2 million, according to Colliers. The 12-acre Kirkland Urban project will include 232,000 square feet of retail along with 300,000 square feet of apartments. Given the study area's size (approximately 290 acres) and amount of growth throughout the market area, it is reasonable that the study area can accommodate one or more major retail centers on the order of Kirkland Urban, along with other retail in the district. With the potential for approximately 4.4 million square feet of new retail in the market area, it is reasonable to assume the study area can capture a fair share.

Figure 27. 20-Year Retail Projection for Wilburton Study Area

Market Area Demand (SF)	4,400,000
Study Area capture rate	
Low	9%
High	16%
Study Area Demand (SF)	
Low	416,000
High	722,000
ULI Estimate	310,000

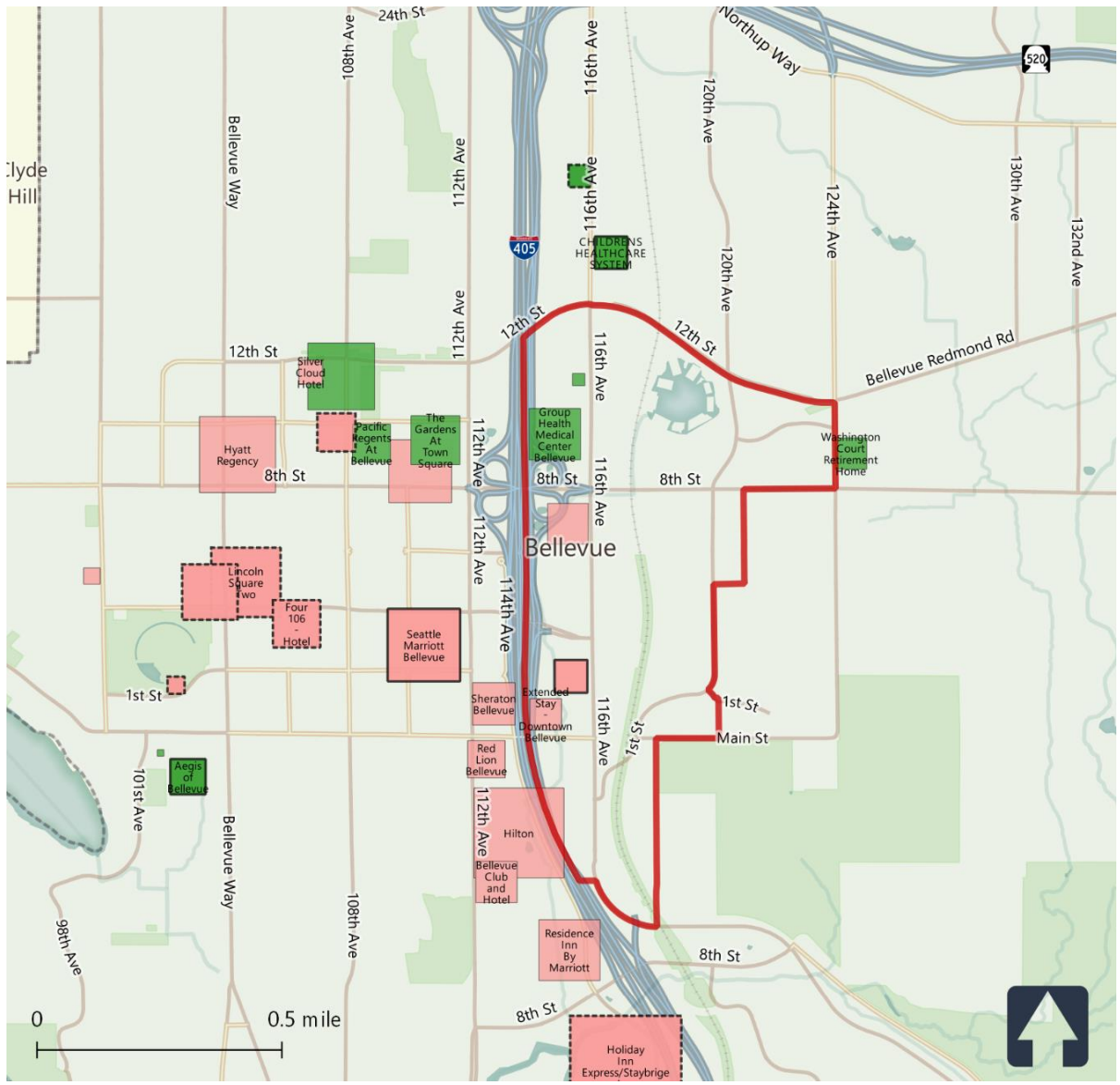
Other Development Types

Two other types of development are notable within and near the district: healthcare and hospitality (hotels). The study area and immediate surrounding areas are already significant centers for healthcare and assisted living as shown on the map below. Major facilities located in and near the district include:

- Overlake Medical Hospital;
- Kaiser Permanente Bellevue Medical Center (formerly Group Health);
- Several assisted living / senior housing facilities, located just west and east of the study area;
- Seattle Children's Hospital, located just north of the study area; and,
- Numerous associated medical office buildings (shown in the office section, above).

While the vast majority of Bellevue’s lodging is located west of I-405, there are currently three mid-market hotels in the study area: Coast Bellevue, Hampton Inn, and Extended Stay America. Hotels typically follow major office, housing, healthcare, and related development as these are demand drivers. Therefore, as the district develops, hotels will follow. In addition, the quality, price, and selection of hotels will likely increase over time, and boutique brands may be introduced to complement the district’s emerging identity. ULI projects 1,500 hotel rooms over a 20-year period.

Figure 28. Healthcare and Hospitality Development

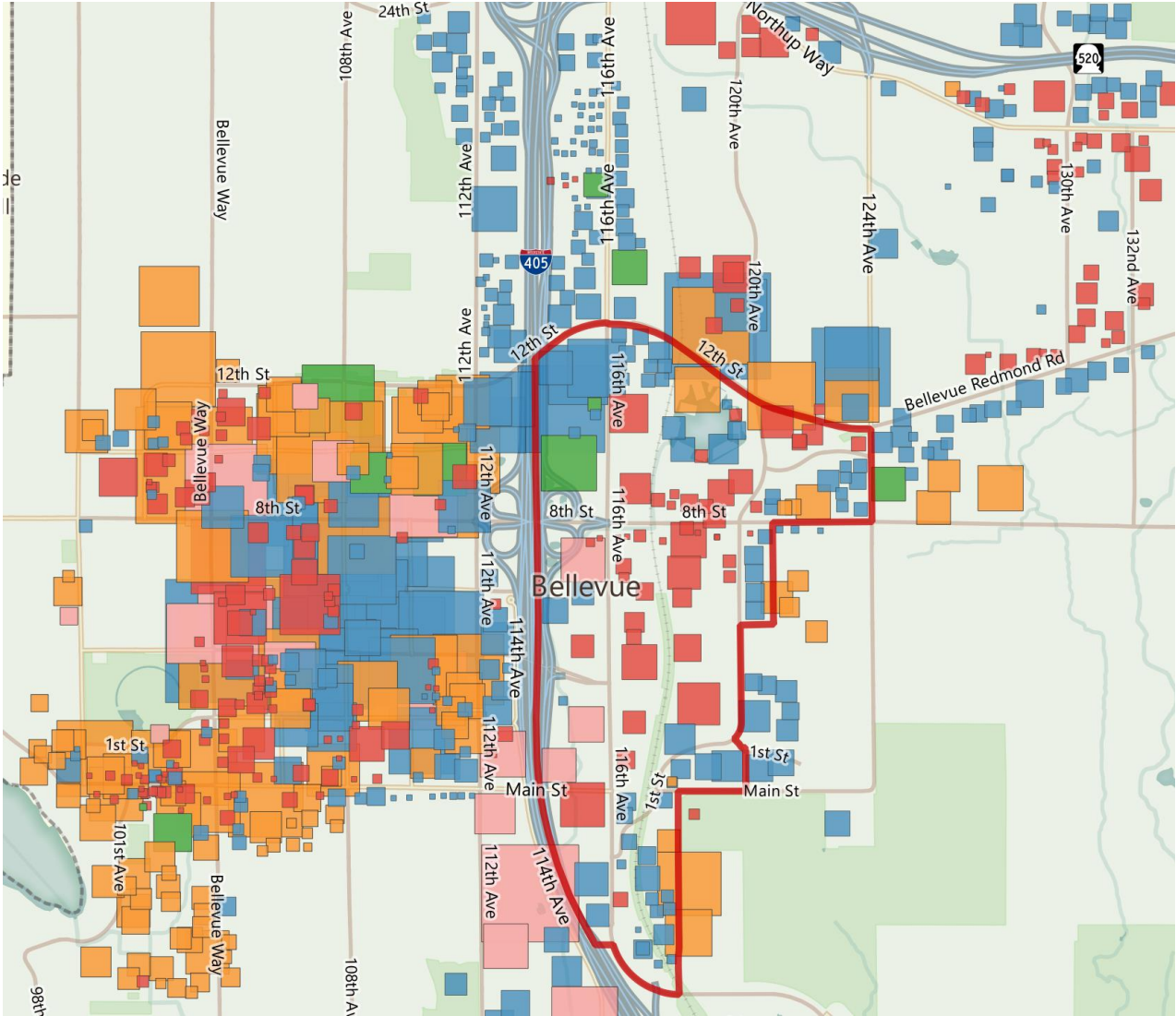


Source: CoStar, Leland Consulting Group.

The Study Area in Context

Figure 29 below shows all the major types of real estate development described above (housing, office, retail, healthcare, and lodging) and underscores the sharp differences between several different parts of central Bellevue. Downtown Bellevue is a relatively dense place, with a mix of housing, office, retail, and other uses. The Spring District is beginning to grow a mix of uses around its light rail station.

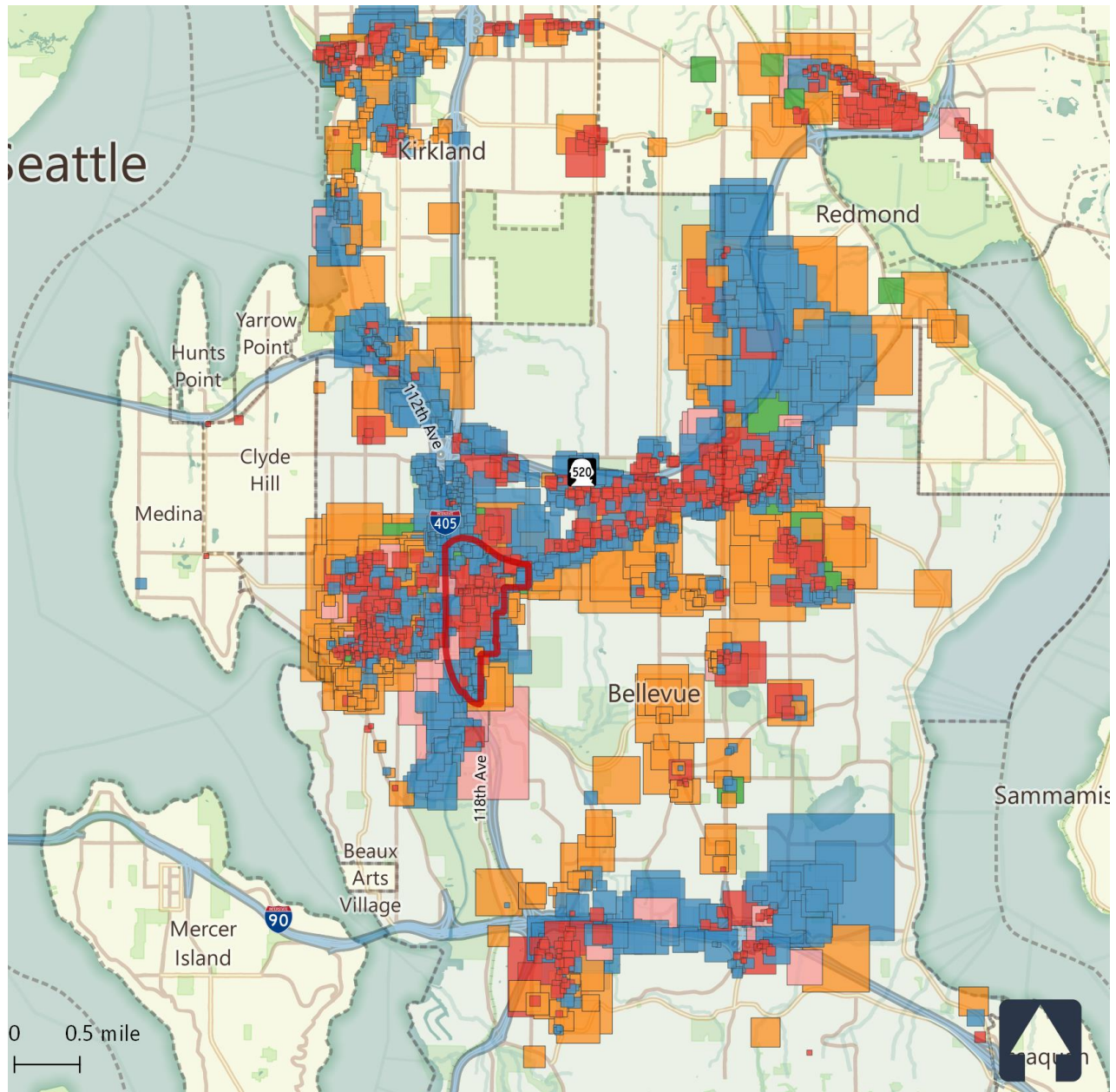
Figure 29. Major Development Types, Study Area and Surrounding Areas



By contrast, the core of the Wilburton study area is largely a retail-oriented area; the edges of the district are dominated by medium-size office buildings; and the greatest concentration and density of uses is in the northwest quadrant of the study area, surrounding the Overlake and Kaiser facilities.

Figure 30 shows a larger geographical area, and shows that the study area is in “the path of growth.” It is positioned along the Bel-Red Corridor, between two of the Puget Sound region’s most significant employment centers—downtown Bellevue and the 520 Corridor—which will soon be connected by light rail. Another significant north-south development corridor follows the path of I-405 and Lake Washington Boulevard in Kirkland.

Figure 30. Major Development Types within the Marke Area



Summary of Market Demand

Figure 31 below shows the 20-year projections for housing, office, and retail space made by LCG, and the 20-year “recommended land use” provided by ULI. While the projections differ, it is appropriate to plan based on a range of projections, since the long-term future is difficult to forecast precisely. As stated above, economic and demographic conditions, property ownership, and other conditions could have a significant impact on the actual pace and amount of development. Choices made during this planning process—involving zoning, allowed heights and density, public land, and public investments—could also have significant impacts, and could steer the study towards the low or high end of the projections below. The amount of development will depend to some degree on choices made by project stakeholders.

A key take away of this analysis is that there will be significant demand for housing, office, and retail space in the study area. The market area has a population of 187,700 and 211,979 primary jobs. It is expected to grow relatively quickly: at 1.4 percent annually for households and at least 1.6 percent annually for employment. This plan should guide, shape, and accommodate this growth.

Figure 31. Summary of 20-Year Market Demand for Wilburton Study Area

Land use	LCG Forecast		ULI
	Low	High	
Housing (units)	3,480	4,500	5,000
Office (SF)	1,800,000	3,000,000	5,000,000
Retail (SF)	416,000	722,000	310,000

Placemaking Considerations

Healthy Places

The ULI defines placemaking as, “the process of identifying and revitalizing underutilized public and private spaces that brings about a fundamental community transformation.” Wilburton’s assets—healthcare institutions; new facilities for walking, biking, and transit; numerous grocery stores; and the community’s desire for a “great urban neighborhood”—create an opportunity for a district built on values of health and wellness. There are several rationales for applying some of the concepts around “healthy places” to the study area. Healthy places:

- Respond to some of the values expressed thus far by Bellevue residents;
- Can take advantage of existing healthcare, active transportation, and other authentic assets in the area;
- Reflect a nationwide trend in which residents and employers are gravitating towards mixed-use places that feature active transportation options;
- Can create differentiation and financial value for Wilburton’s developers and property owners.

The ULI has been a leader in researching and advocating for the benefits of healthy places. Their reports include Ten Principles for Building Healthy Places and the Building Healthy Places Initiative (uli.org/report/ten-principles-for-building-healthy-places/, uli.org/research/centers-initiatives/building-healthy-places-initiative). According to ULI, “Healthy places can create enhanced economic value for both the private and public sectors.”

Figure 32. Elements of Healthy Places: Active Transportation, Great Public Spaces, Healthy Food



Image source: ULI.

Several examples of health and wellness districts are listed below. All of the districts are anchored by at least one major healthcare institution, which creates demand for related uses such as medical offices and research, senior housing, and workforce and market rate housing. They contain high quality public spaces, active transportation facilities, and neighborhood-serving retail. When assessed in terms of total square footage of space under development, rental and sale rates, and other metrics, each has been very successful in the last decade.

- South Waterfront, Portland: Oregon Health Sciences University,
- Mission Bay, San Francisco: University of San Francisco Medical Center
- South Lake Union, Seattle: UW Medicine, Swedish Medical Center, Center for Infectious Disease Research, other.

In addition to the healthy places listed above, a great many urban districts continue to demonstrate the popularity of mixed-use and pedestrian oriented places, whether or not they are explicitly linked to healthy living. These include downtown Bellevue and Kirkland, and Seattle’s Bell Town, Ballard, and Capitol Hill neighborhoods among many others. The attributes of a “healthy corridor,” developed by the ULI, are shown below.

Figure 33. Attributes of a Healthy Corridor

Improved infrastructure	<ul style="list-style-type: none"> » Frequent, safe, and well-marked pedestrian crossings » Safe and well-marked bike lanes » Traffic speeds that accommodate pedestrians, bicyclists, and other users » Reduced traffic congestion » Utility lines and traffic signs and signals that are underground or that blend in » Sidewalks that link adjacent neighborhoods to the corridor and that are unobstructed, wide enough for a variety of users, and buffered from the street » Streetscapes that include amenities for visual interest and safety, including seating, trees for shade, and green buffers » Lighting that improves visibility and safety for pedestrians and bicyclists » Features that improve accessibility for all types of users, in compliance with Americans with Disabilities Act standards
Design and land use patterns that support community needs	<ul style="list-style-type: none"> » Vibrant retail environment » Housing options for all income levels » Buildings adjacent or proximate to sidewalks » Improved parking strategies and shared parking » High-quality parks and public spaces » Healthy food options
Engaged and supported people who live, work, and travel along the corridor	<ul style="list-style-type: none"> » Engaged residents and local business owners » Organizations that facilitate long-term improvements and resident engagement » Regular programs in community gathering spaces » Accommodations for pets » Accommodations for vulnerable populations, including children, the elderly, and people with disabilities » A defined identity, drawing on the arts and culture of the community and supported by creative placemaking programming » Measures to address safety and perceptions of safety
Linkages to other parts of the city	<ul style="list-style-type: none"> » Well-connected, multimodal street networks » Safe and easily identifiable connections, including sidewalks and trails » Transit, including enhanced bus service or rail » Bike infrastructure on or adjacent to the corridor

Leveraging Public Infrastructure

Author and urban planner Alexander Garvin defines urban planning as “public action that generates a sustained and widespread private market reaction, which improves the quality of life of the affected community.” Many transportation investments—such as highways, railroads, and great boulevards—are good examples of this type of public action. When executed successfully, each generates a different type of private market reaction. For example, big box retail has been a common response to highway interchanges, while the most successful boulevards—like Chicago’s Michigan Avenue—are complemented by high-density, mixed-use development.

The City of Bellevue, and its public-sector partners such as Sound Transit and King County, are making a bold set of public improvements in the study area, including the East Link Light Rail, Grand Connection, and Eastside Rail Corridor. The City also controls other public infrastructure in the area—primarily roads and streets—and could add other pathways, parks, and open spaces. Bellevue Lake is currently a privately-owned amenity.

These new improvements are one driver of this planning process. They also raise the question of how such public improvements can best be leveraged to generate sustained private market responses and private investments. LCG recommends that the City’s planning focus most closely on the areas surrounding these investments (for example, within ¼ mile), since the City has the opportunity to use these investments to catalyze private investments, and in so doing, enhance this place and generate significant tax revenue that can be used to make further public investments or provide public services.

Figure 34. Major Public Improvements: East Link Light Rail and ERC



Several recent successful projects that may be a model for how to leverage the Grand Connection and ERC are listed below. In each case, infrastructure was jointly funded by the public, nonprofit, and private sectors; and this infrastructure has generated a significant response from private sector developers. In some cases, cities linked their investments in high-quality public infrastructure to requirements for developers to meet certain metrics, in terms of density, uses, development quality, etc.

- Klyde Warren Park, Dallas
- The High Line and Bryant Park, New York City
- Pearl District, including three city parks, Portland
- The Beltline, Atlanta

Klyde Warren Park in Dallas (shown below) is one recent public-private infrastructure project that has spurred significant adjacent private investment. The project incorporates a highway cap and 5.2 acres of active and passive park space. Project funding was provided by city, state, and USDOT funds, and \$50 million in private donations. Where the below-grade state highway 366 had been for years a deterrent to adjacent pedestrian activity and real estate development, the park is now a magnet. Trammell Crow Company's Park District—a 900,000 mixed-use project that includes office, residential, and retail space and is located immediately adjacent to the park—is one example. Other developers are also looking for opportunities to build near the park. According to the USDOT, "impact studies project \$312.7 million in economic benefit and \$12.7 million in direct tax revenue. Adjacent commercial rents have increased 32%." The park is also linked to the Katy Trail, now a landscaped 3.5-mile walking and biking path that was formerly a railroad route.

Figure 35. Klyde Warren Park, Dallas



Source: www.klydewarrenpark.org. Also see: <https://www.cnu.org/sites/default/files/Spokane%20Case%20Study%204%20-%20Dallas.pdf>

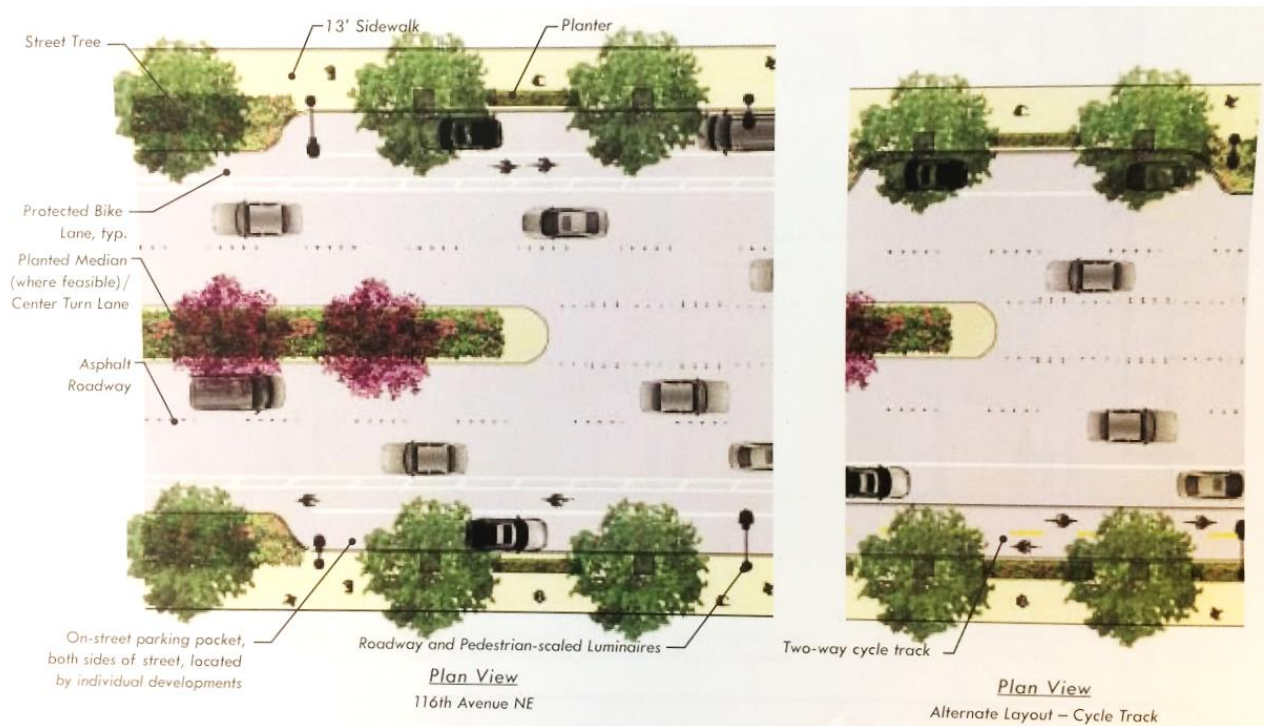
Figure 36 shows a conceptual plan for 116th Avenue NE that was completed by the City of Bellevue in 2015. The plan provides several different design concepts for the street and considers improvements such as wider sidewalks, additional trees and landscaping, planted medians, planters/curb extensions, on street parking, and bike lanes. For example, the sidewalks are currently 6.5 feet wide, and concepts show them being expanded to 13 feet wide (including a landscaped planter area). Obviously, such changes would mean a dramatic change for 116th Avenue.

The 2015 plan provides several models for how the street and adjacent development could look in the future, including Juanita Village in Kirkland, the Pearl District in Portland, and the Amazon Campus in South Lake Union.

LCG does not necessarily recommend that the concepts in this plan be adopted as-is. However, given the scale of development that is possible in the study area; the emerging values indicating a desire for a pedestrian friendly "great urban neighborhood;" indications that high-quality, pedestrian-oriented urban infrastructure can

spur complementary mixed-use urban development; and the fact that 116th Avenue is a “main street” within the study area, LCG recommends that the 116th Avenue right of way be given careful consideration. If possible, this right of way should be reworked so that it is more pedestrian friendly, for both place making and economic reasons. This could be done in phases or segments, with certain areas receiving different treatments. It can also be done in partnership with private property owners/developers.

Figure 36. Conceptual 116th Avenue NE Streetscape



Source: City of Bellevue.

The New York City Department of Transportation (DOT) has conducted some of the most thorough research on the relationship between multi-modal streets and economic development outcomes, partially because of the City’s extensive campaign to redesign many of its streets over the last 15 years. These include the reports *The Economic Benefits of Sustainable Streets* (2013) and *Measuring the Street* (2012, www.nyc.gov/html/dot/html/about/dotlibrary.shtml). Case studies documented in these reports document benefits such as significant increases in retail sales compared to other comparable neighborhoods, fewer commercial vacancies, numerous safety benefits including fewer crashes, as well as positive reviews documented via surveys.

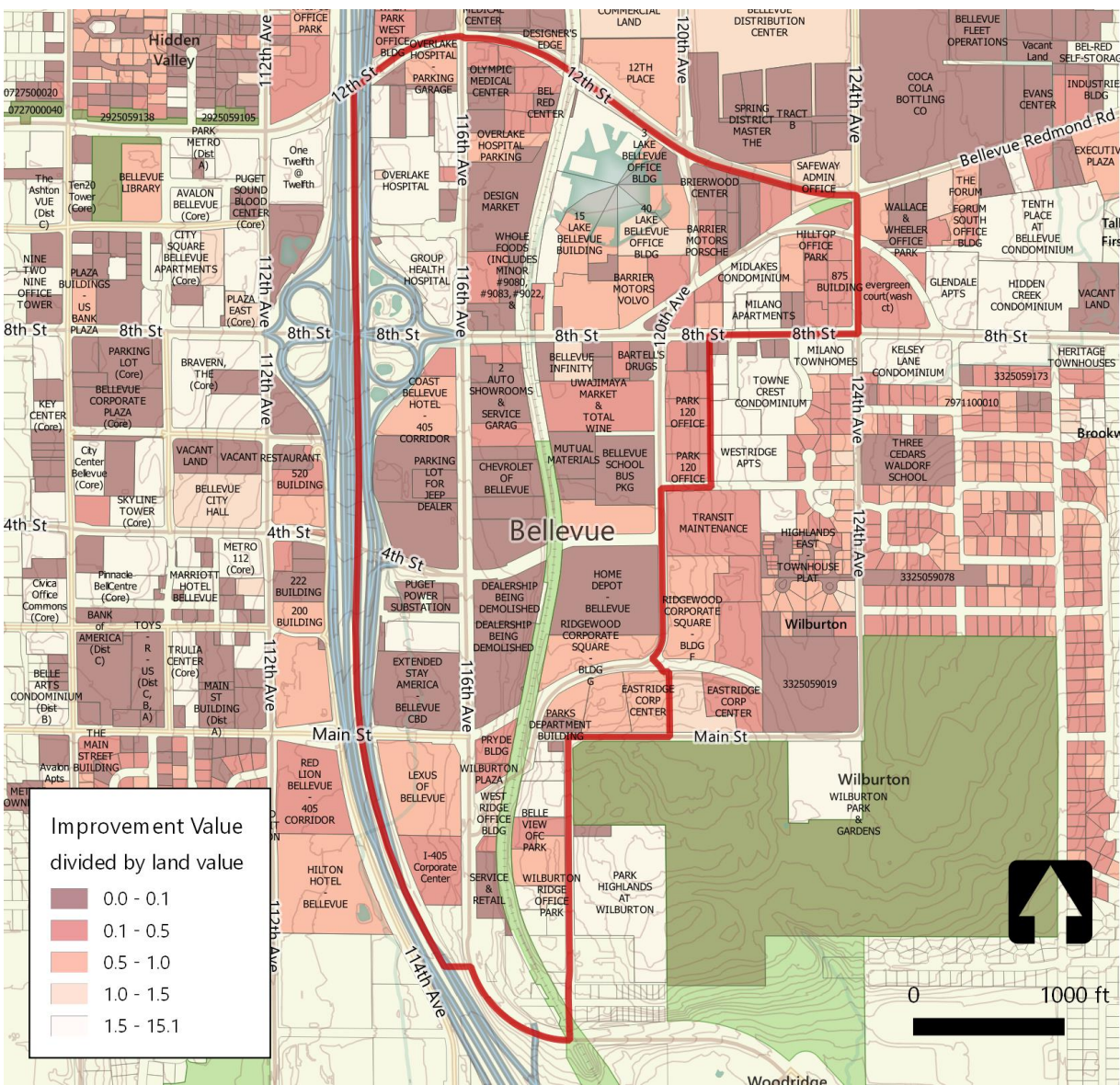
According to New York DOT, “Street projects that improve safety and design and that welcome pedestrians, cyclists and transit riders see higher retail sales. For example, Brooklyn’s Vanderbilt Avenue saw a doubling in retail sales in the three years following installation of bicycle lanes and a tree-lined median, significantly outperforming boroughwide and city-wide trends.”

Redevelopment Potential and Phasing

Figure 37 below shows the “redevelopment potential” (or, more technically, the ratio of a site’s improvement or building value to its land value, based on value estimates by the King County Assessor). Properties with a low ratio of improvement to land value may be consider “underutilized” and have a higher likelihood of redeveloping; properties with a high ratio of improvement to land value are occupied by more valuable buildings and are less likely to redevelop.

While assessor’s estimates can vary from market (transaction) values due to time lapses in assessments and other factors, this analysis typically provides reasonable direction regarding likely versus unlikely redevelopment sites and areas.

Figure 37. Redevelopment Potential of Properties within the Study Area



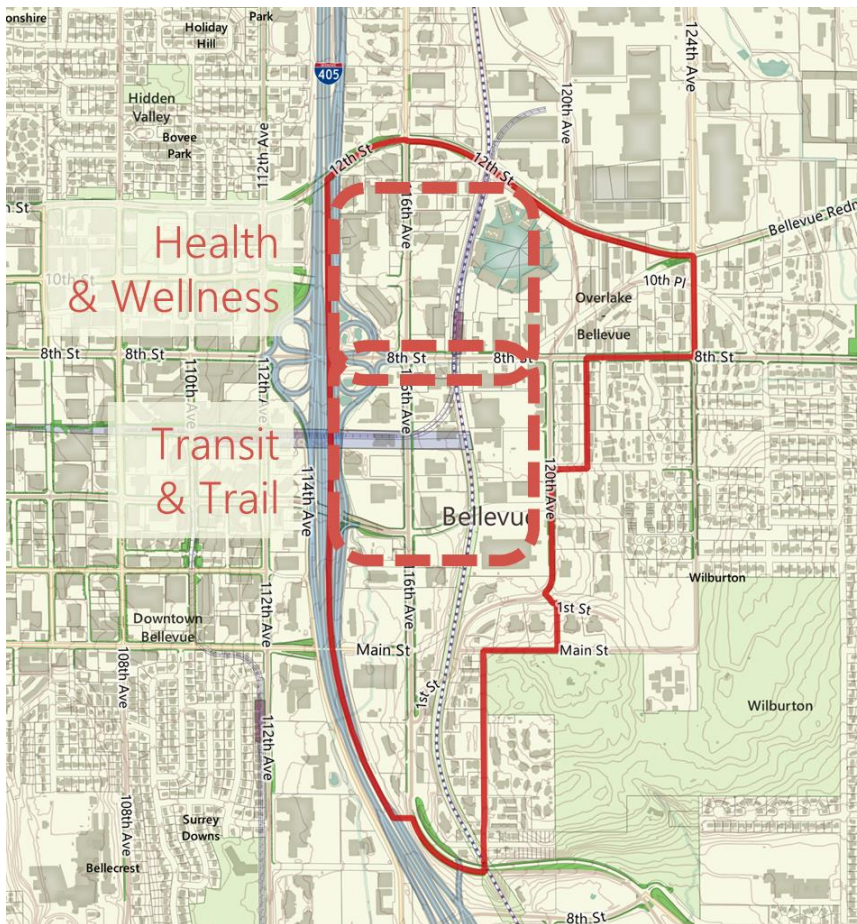
This map highlight several dynamics:

- The study area that is between the ERC and 405, and 8th and Main Streets, has large lots that are more likely to redevelop;
- There are many properties within the study area with a high likelihood of redeveloping;
- A handful of properties are highly utilized and therefore unlikely to redevelop. These include the two healthcare properties in the northwest of the district.
- Promising development opportunities can sometimes be found where underutilized sites are adjacent to highly utilized sites. From this point of view, some of the properties just east of the healthcare uses could be promising redevelopment opportunities.

Based on the principles discussed above regarding the importance of using public infrastructure to spur private investments; the known major public improvements (Grand Connection, East Link light rail, and ERC); property utilization; the presence of significant development pressure to the west; and other factors, LCG prepared Figure 38. The map shows “potential near-term focus areas”—where we anticipate a rapid pace of change, and where there may be the greatest

opportunity for public investments to spur private sector investment and place making. The greatest concentration of new, active transportation and place-making improvements is likely to be focused in these areas, and therefore the greatest amount of near-term change may take place in these areas. The sub-district names Health & Wellness and Transit & Trail were developed by the ULI.

Figure 38. Potential Near Term Focus Areas



Appendices: Additional Information

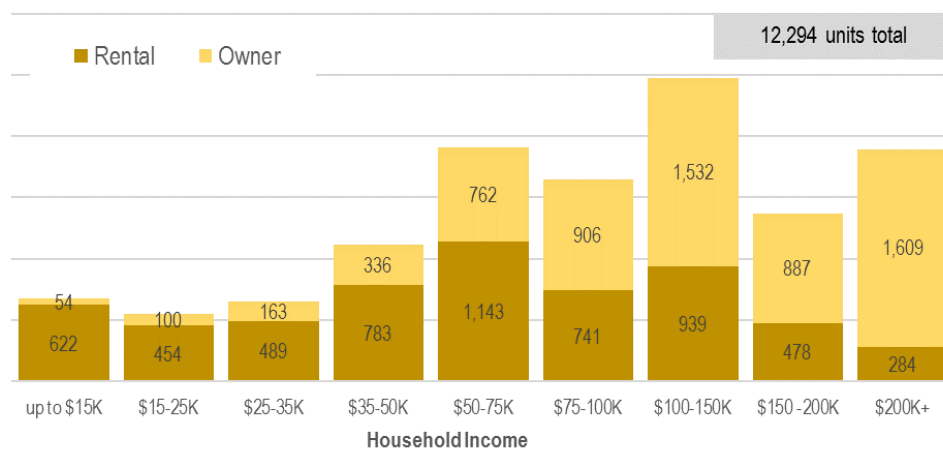
Figure 39. Summary of Market Area Projections (PSRC FAZ-level)

	2010	Baseline 2030	Vision 2030	Baseline Growth	Vision Growth	Baseline CAGR	Vision CAGR	Av. of Vision, Baseline
Population	166,673	208,925	209,744	42,252	43,071	1.14%	1.16%	1.15%
Households	69,463	90,628	93,273	21,165	23,810	1.34%	1.48%	1.41%
Employment	192,310	271,225	261,268	78,915	68,958	1.73%	1.54%	1.64%
FIRE-sector Jobs	129,379	194,251	177,334	64,872	47,955	2.05%	1.59%	1.82%

Figure 40. 10-Year Market Area Residential Demand by Income (Table)

Annual Income Range (2016 dollars)	Approx. Rent Range	Approx. Home Price Range	Current HHs in Income Bracket	New HHs by Income Bracket	Total Units	Est. Pct. Rental	Total Rental Units	Total Ownership Units
up to \$15K	up to \$375	up to \$100K	6%	6%	676	92%	622	54
\$15-25K	\$375 - \$625	\$100 to \$150K	5%	5%	553	82%	454	100
\$25-35K	\$625 - \$875	\$150 to \$200K	5%	5%	652	75%	489	163
\$35-50K	\$875 - \$1,000	\$200 to \$250K	9%	9%	1,119	70%	783	336
\$50-75K	\$1,000+	\$250 to \$350K	16%	16%	1,906	60%	1,143	762
\$75-100K	\$1,000+	\$350 to \$500K	13%	13%	1,647	45%	741	906
\$100-150K	\$1,000+	\$500K and up	20%	20%	2,471	38%	939	1,532
\$150 -200K	\$1,000+	\$500K and up	11%	11%	1,365	35%	478	887
\$200K+	\$1,000+	\$500K and up	15%	15%	1,893	15%	284	1,609
Totals			100%	100%	12,294	48%	5,933	6,349

Figure 41. 10-Year Market Area Residential Demand by Income (Chart)



Note: Housing demand for all income categories is shown for the market area (e.g., the figures above); however, for the Wilburton study area (e.g., Figure 15), housing demand for households with incomes of less than \$15,000 is not included, since housing for such very-low income households cannot be provided by the private market and will likely require significant public investments. When the total demand is reduced by these units, the 10-year demand in the market area is 11,606.

APPENDIX D:
WILBURTON
REDVELOPMENT
SITE FISCAL IMPACT
ANALYSIS

MEMORANDUM

Date: April 12, 2018

To: Bradley Calvert, Community Development Program Manager,
City of Bellevue

From: Paul Lewis, Financial & Management Consulting
Brian Vanneman & Edward Kamp, Leland Consulting Group

Subject: Wilburton Redevelopment Sites: Fiscal Impact Analysis

This memo summarizes the results of the fiscal impact analysis completed for two sites located within the City of Bellevue's Wilburton Commercial Area. Key questions addressed in this analysis include:

- What is a reasonable estimate of the gross and net tax revenue to be generated by the redevelopment scenarios for the two subject sites?
- What is a reasonable estimate of the tax revenue by jurisdiction and tax source?

Leland Consulting Group (LCG) and Financial & Management Consulting (FMC) were provided with two sample sites (A and B), representative of the general development patterns in the Wilburton Area. Site A is assumed to be occupied by an Auto Dealership and related services; Site B is assumed to be occupied by Large Format Retail. We were also provided with proposed redevelopment scenarios, based on planning conducted to date by the City, NBBJ, and Bellevue citizens in the Wilburton area.

The fiscal impact estimates shown below reflect the discounted net present value of estimated property, sales, lodging, utility, business & occupation and real estate excise taxes over 25 years.

The total fiscal impact of each of the redevelopment scenarios is significant. We estimate the gross fiscal impact, for all taxing jurisdictions, to be:

- Site A: Auto Dealership and Service Site
 - A-1 Office/retail development (700,000 sq. ft.): **\$131.9 million.**
 - A-2 Office/retail/hotel development (700,000 sq. ft.): **\$162.7 million.**
- Site B: Large Format Retail Site
 - B-1 Office/retail/multi-family (910,000 sq. ft.): **\$139.9 million.**
 - B-2 Office/retail/multi-family/hotel (790,000 sq. ft.): **\$144.7 million.**

The City of Bellevue's estimated net fiscal impact (the City's gross fiscal impact, less the the estimated tax revenue attributed to the existing on-site development) is also significant, and is estimated to be:

- Site A: Auto Dealership and Service Site
 - A-1 Office/retail development (700,000 sq. ft.): **\$9.4 million.**
 - A-2 Office/retail/hotel development (700,000 sq. ft.): **\$20.4 million.**
- Site B: Large Format Retail Site
 - B-1 Office/retail/multi-family (910,000 sq. ft.): **\$14.0 million.**
 - B-2 Office/retail/multi-family/hotel (790,000 sq. ft.): **\$20.2 million.**

A description of each development scenario is shown on page four. Key assumptions used in the fiscal impact analysis are included in Appendix A.

Project Approach and Limitations

The Fiscal Impact Analysis relies on assumptions about the costs and activities associated with the proposed development on the Wilburton Commercial Area sites in order to estimate the tax base that the development is likely to generate over time. Similarly, the analysis incorporates assumptions about tax rates that are applied to the estimated tax base. The time horizon for the analysis is 25 years, which requires assumptions about the change in the tax base and tax rates over time. See Appendix A for more detail on the underlying assumptions used in the analysis.

The analysis considered the direct fiscal impacts from activity within the proposed redevelopment sites. Indirect fiscal impacts, such as spending by visitors to the proposed hotels, spending by residents of the planned apartments, or spending by employees that work in the office buildings or retail spaces were not included. In addition, the estimated fiscal impact was limited to property, sales, lodging, utility, business & occupation and real estate excise taxes. Development permit fees, impact fees, system development charges, parking fees and other fees were not included. Finally, the use of several of the revenue sources are restricted either by state law or City ordinance. For example, local lodging taxes can only be used for tourism related facilities and programs, Real Estate Excise Taxes can only be used for eligible capital facilities and Bellevue dedicates a portion of its sales and B&O taxes for specific purposes. Finally, local school district property taxes are excluded from the estimates since all local school taxes are voted and do not increase with new development.

The analysis assumes that the proposed multifamily developments are subject to full property tax and do not participate in the City's multi-family property tax exemption (MFTE) program. The MFTE program currently does not apply to the Wilburton area. If the multifamily projects analyzed here were subject to the MFTE, they would produce more affordable units, and less tax revenue.

The proposed office development assumes a mix of tenants including professional services, corporate support staff, technology related users, etc. If the office tenants were concentrated in a particular industry (e.g., all corporate headquarters) then the

Business & Occupation tax revenues and total fiscal impacts would be different than shown. Similarly, the retail space is assumed to be occupied by a mix of uses with “average” taxable retail sales per square foot. If the retail space tenants were primarily all service related (e.g. insurance agents), all grocery (non-taxable), all food and beverage service or all high end retail the fiscal impacts would be different than shown.

The 25 year time horizon for the analysis means the analysis will likely cover several economic cycles. Rather than attempt to forecast the timing of these cycles the analysis uses current estimates and specific annual inflation factors that stabilize over the long term. The result for any year or period of years is less meaningful than the estimated net present value over the full 25 years.

The fiscal impact analysis projections are intended to offer a conservative estimate of future tax revenues. Conservative assumptions include:

- Building densities assumed for the new development (floor area ratio or FAR) are conservative. FARs assumed for future development scenarios are between 3.0 and 4.0. Actual FARs in the Wilburton core are likely to be higher.
- Indirect and multiplier impacts are not included.
- Employment density is conservative. The average employment density for office space is estimated at 350 square feet per employee or 2.8 employees per 1,000 square feet. Current and future office development in the Wilburton is likely to have employment density of 4.0 employees or more per 1,000 square feet, especially if the compact “open office” space plans typical in tech office space persist.
- Lodging average daily rates at completion of construction reflect current rates.
- Fees, including development permit and impact fees, are not included.

Sites and Development Scenarios

The table below summarizes the two sites and the redevelopment scenarios included in the analysis. The Fiscal Impact Analysis assumes build out over three years and a three year lease up/occupancy period for the development on each site.

The redevelopment scenarios are loosely based on existing development within the City of Bellevue. The scenarios and their model include:

- Scenario A-1: Based on the Puget Sound Energy Center, 10885 NE 4th Street.
- Scenario A-2: Based on The Bravern, 11111 NE 8th Street.
- Scenario B-1: Based on the Lincoln Square Expansion, 500 Bellevue Way (modified to include larger office and residential density but no hotel).
- Scenario B-2: Based on the Lincoln Square Expansion, 500 Bellevue Way.

Redevelopment Program	Auto Dealership/ Service Site		Large Format Retail Site	
	Scenario A-1	Scenario A-2	Scenario B-1	Scenario B-2
Retail	40,000	80,000	70,000	70,000
Office	660,000	480,000	480,000	360,000
Residential			360,000	240,000
Hotel		140,000		120,000
Total Development (Sq. Ft.)	700,000	700,000	910,000	790,000
Parking Square Feet	369,200	340,600	369,000	315,400
Parking Spaces (@325 SF ea.)	1,136	1,048	1,135	970
Spaces/1,000 Square Feet	1.62	1.50	1.25	1.23
Residential Units			379	253
Hotel Rooms		200		171
Land Area (Acres)	4.0	4.0	5.8	5.8
Floor Area Ratio	3.98	3.98	3.60	3.12

Fiscal Impact Analysis Summary

City of Bellevue Gross Fiscal Impact: 25 Year Net Present Value (NPV)

The table below shows the estimated gross fiscal impact of the development on the two sites and the two scenarios. Amounts reflect the net present value over 25 years.

Bellevue 25 Year NPV By Tax Source	A-1: Office/Retail	A-2: Office/ Retail/Hotel	B-1: Office/Retail/ Multi-Family	B-2: Office/ Retail/Multi- Family/Hotel
Property Tax	\$ 3,450,000	\$ 3,280,000	\$ 3,860,000	\$ 3,350,000
Sales Tax	2,330,000	5,420,000	3,560,000	4,700,000
Utility Tax	1,800,000	1,770,000	3,170,000	2,560,000
B&O Tax	5,680,000	4,880,000	4,580,000	3,840,000
Real Estate Excise Tax (REET)	1,840,000	1,750,000	2,060,000	1,790,000
Lodging Tax	-	8,660,000	-	7,400,000
Construction Sales Tax	1,460,000	1,390,000	1,630,000	1,420,000
Total Gross Fiscal Impact	\$ 16,560,000	\$ 27,150,000	\$ 18,860,000	\$ 25,060,000
Fiscal Impact NPV per Square Foot	\$ 23.66	\$ 38.79	\$ 20.73	\$ 31.72

City of Bellevue Revenue Lost to Redevelopment: 25 Year NPV

The analysis assumes the loss of existing tax revenue associated with existing uses on the two example sites. The assumptions on the existing uses include:

- Site A: Auto Dealership and Service Site
 - A typical auto dealership with between 25,000 and 35,000 square feet of space that includes a showroom and service/repair facilities.
- Site B: Large Format Retail Site
 - A typical large format retail space with approximately 65,000-75,000 square feet that includes retail, storage and related office facilities.

The table below shows the estimated reduction in revenue due to redevelopment on the two sites. Note that the reduction in revenue is limited to sales, utility and B&O taxes. Property tax levies are not impacted by the demolition of existing structures.

Estimated Revenue Lost to Redevelopment: City of Bellevue 25 Year NPV	Site A: Auto Dealership/ Service Site	Site B: Large Format Retail Site
Sales Tax	\$ (5,950,000)	\$ (3,880,000)
Utility Tax	(110,000)	(260,000)
B&O Tax	(1,050,000)	(680,000)
Total	\$ (7,110,000)	\$ (4,820,000)

City of Bellevue Net Fiscal Impact from Redevelopment: 25 Year NPV

Estimated Net Fiscal Impact: 25 Year NPV By Tax Source	A-1: Office/Retail	A-2: Office/ Retail/Hotel	B-1: Office/Retail/ Multi-Family	B-2: Office/ Retail/Multi- Family/Hotel
Property Tax	\$ 3,450,000	\$ 3,280,000	\$ 3,860,000	\$ 3,350,000
Sales Tax	(3,620,000)	(530,000)	(320,000)	820,000
Utility Tax	1,690,000	1,660,000	2,910,000	2,300,000
B&O Tax	4,630,000	3,830,000	3,900,000	3,160,000
REET	1,840,000	1,750,000	2,060,000	1,790,000
Lodging Tax	-	8,660,000	-	7,400,000
Construction Sales Tax	1,460,000	1,390,000	1,630,000	1,420,000
Total Net Fiscal Impact	\$ 9,450,000	\$ 20,040,000	\$ 14,040,000	\$ 20,240,000
Net Fiscal Impact per Square Foot	\$ 13.50	\$ 28.63	\$ 15.43	\$ 25.62

Total Gross Fiscal Impact: 25 Year NPV

Estimated Fiscal Impact: 25 Year NPV By Jurisdiction	A-1: Office/Retail	A-2: Office/ Retail/Hotel	B-1: Office/Retail/ Multi-Family	B-2: Office/ Retail/Multi- Family/Hotel
City of Bellevue *	\$ 16,550,000	\$ 27,130,000	\$ 18,870,000	\$ 25,060,000
King County	6,060,000	11,620,000	7,090,000	10,800,000
Transit	10,930,000	19,010,000	14,810,000	17,190,000
Port	1,380,000	1,310,000	1,550,000	1,340,000
Library	450,000	430,000	500,000	440,000
State of Washington	96,550,000	103,160,000	97,080,000	89,850,000
Total Gross Fiscal Impact	\$ 131,920,000	\$ 162,660,000	\$ 139,900,000	\$ 144,680,000
25 Year NPV By Tax Source				
Property Tax	\$ 19,700,000	\$ 18,640,000	\$ 22,090,000	\$ 19,080,000
Sales Tax	26,980,000	59,360,000	41,280,000	51,570,000
Utility Tax	3,220,000	3,140,000	5,790,000	4,650,000
B&O Tax	58,570,000	45,720,000	44,470,000	35,040,000
Real Estate Excise Tax (REET)	6,540,000	6,220,000	7,330,000	6,360,000
Lodging Tax	-	13,500,000	-	11,540,000
Construction Sales Tax	16,900,000	16,070,000	18,950,000	16,430,000
Total Gross Fiscal Impact	\$ 131,910,000	\$ 162,650,000	\$ 139,910,000	\$ 144,670,000
Fiscal Impact NPV per Square Foot	\$ 188.44	\$ 232.36	\$ 153.75	\$ 183.13
* Slight difference vs. prior table due to rounding				

Total Revenue Lost to Redevelopment: 25 Year NPV

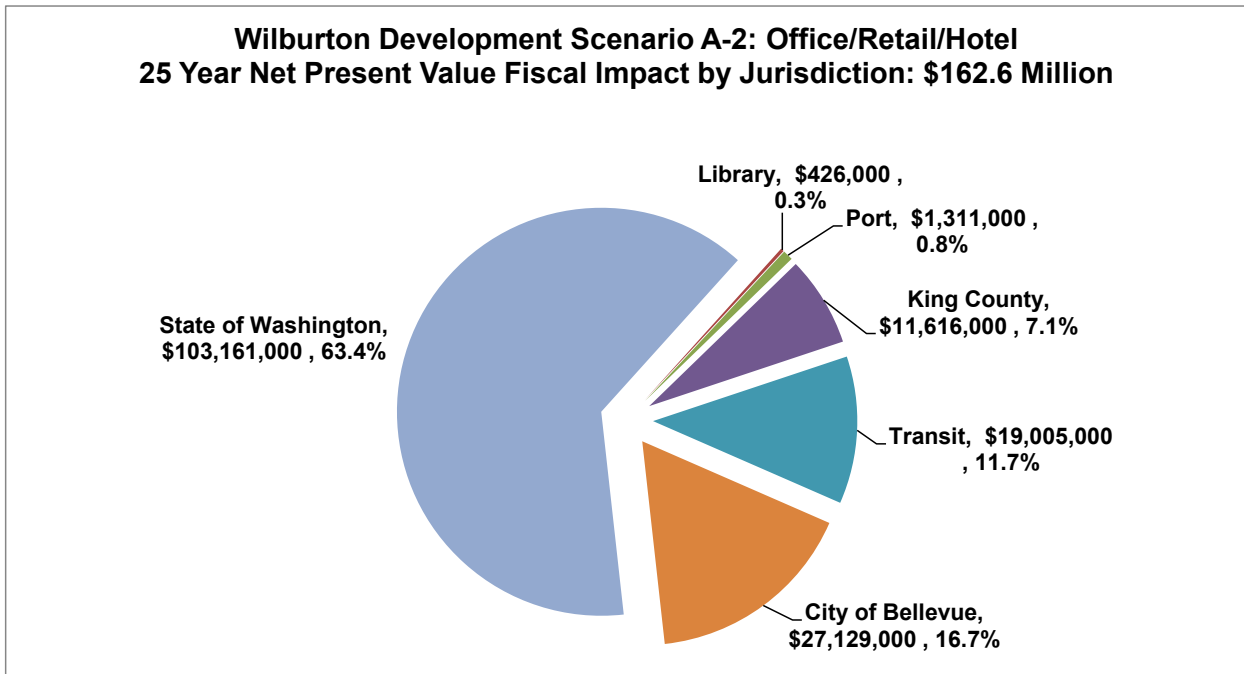
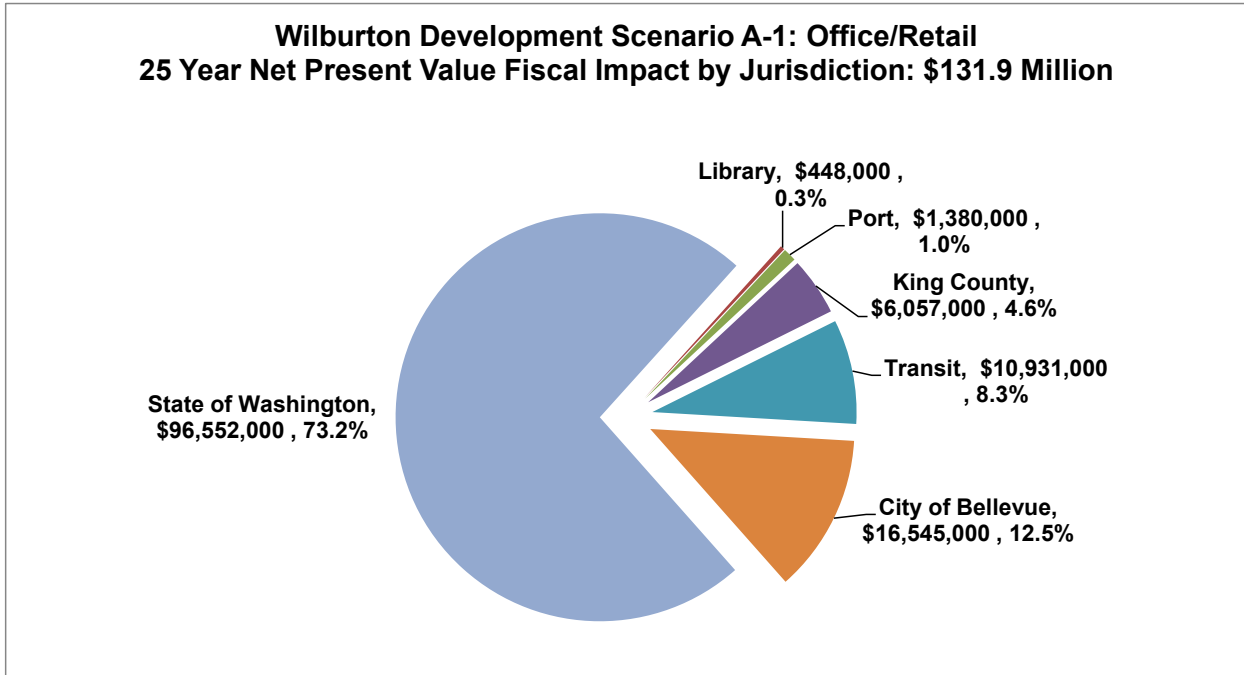
Estimated Revenue Lost to Redevelopment: Total 25 Year NPV	Site A: Auto Dealership/ Service Site	Site B: Large Format Retail Site
By Jurisdiction		
City of Bellevue	\$ (7,110,000)	\$ (4,830,000)
King County	(2,390,000)	(1,560,000)
Transit	(16,000,000)	(10,430,000)
Port	-	-
Library	-	-
State of Washington	(48,600,000)	(31,830,000)
Total	\$ (74,100,000)	\$ (48,650,000)
By Tax Source		
Sales Tax	\$ (69,550,000)	\$ (45,360,000)
Utility Tax	(190,000)	(450,000)
B&O Tax	(4,360,000)	(2,840,000)
Total	\$ (74,100,000)	\$ (48,650,000)

Total Net Fiscal Impact from Redevelopment: 25 Year NPV

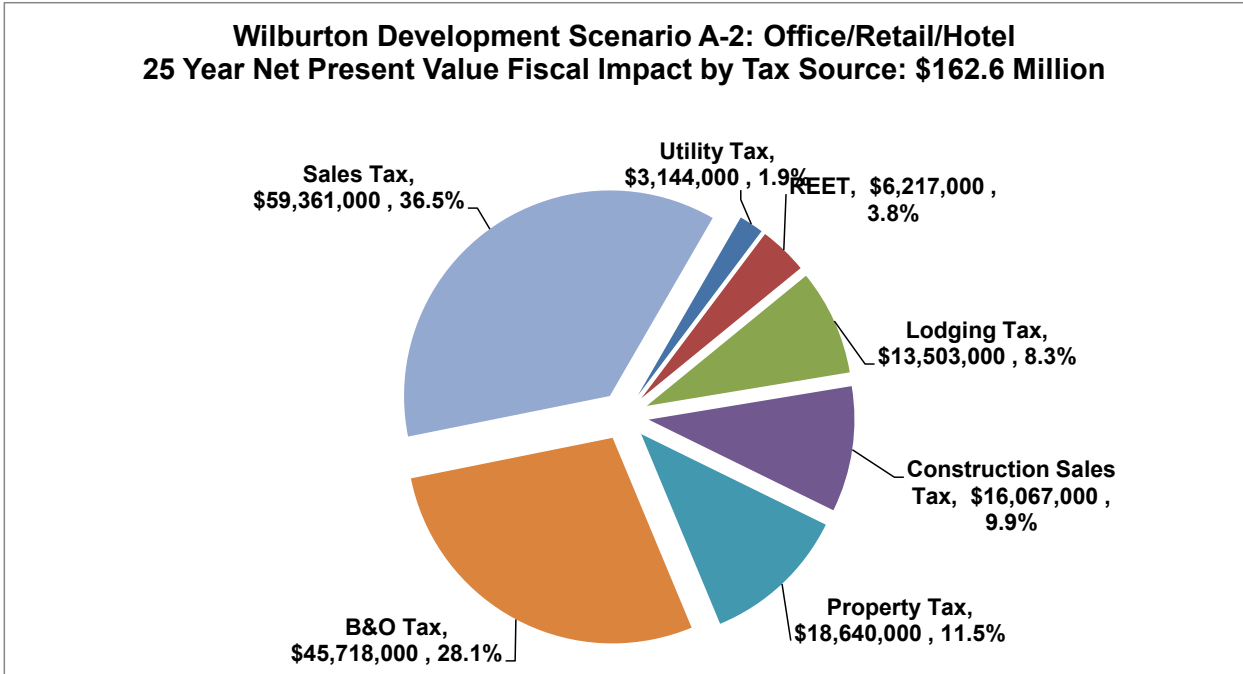
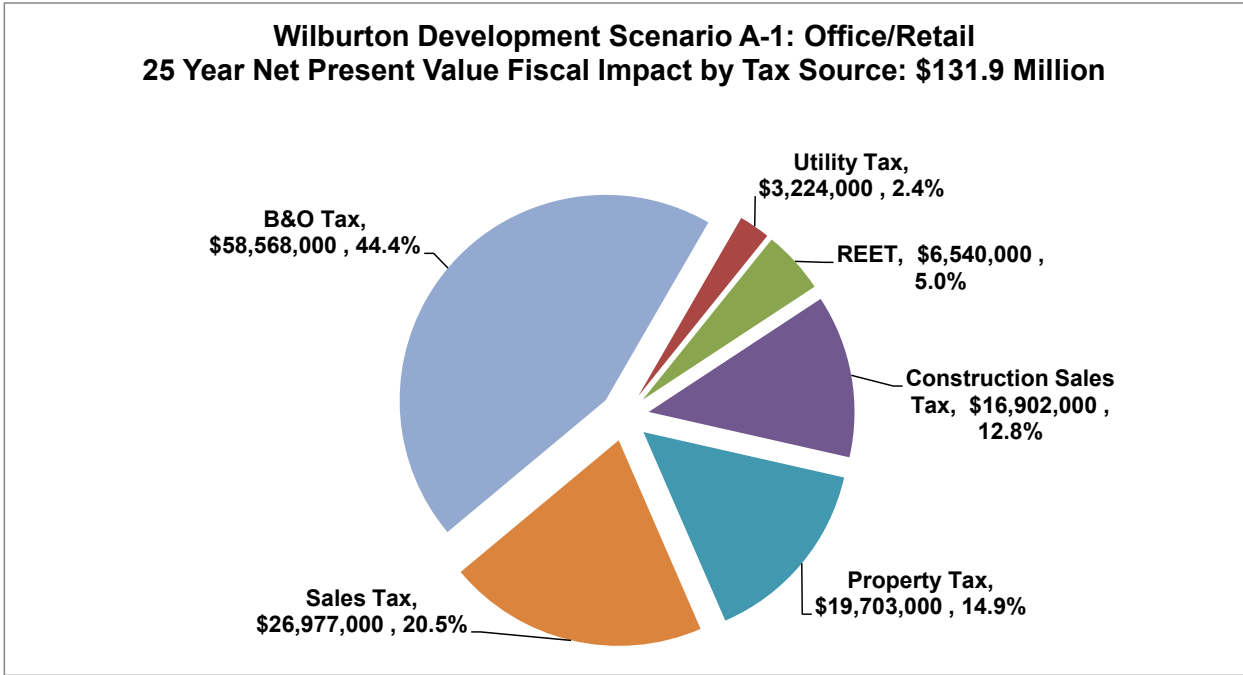
Estimated Net Fiscal Impact: 25 Year NPV By Jurisdiction	A-1: Office/Retail	A-2: Office/ Retail/Hotel	B-1: Office/Retail/ Multi-Family	B-2: Office/ Retail/Multi- Family/Hotel
City of Bellevue *	\$ 9,440,000	\$ 20,020,000	\$ 14,040,000	\$ 20,230,000
King County	3,670,000	9,230,000	5,530,000	9,240,000
Transit	(5,070,000)	3,010,000	4,380,000	6,760,000
Port	1,380,000	1,310,000	1,550,000	1,340,000
Library	450,000	430,000	500,000	440,000
State of Washington	47,950,000	54,560,000	65,250,000	58,020,000
Total Net Fiscal Impact	\$ 57,820,000	\$ 88,560,000	\$ 91,250,000	\$ 96,030,000
25 Year NPV By Tax Source				
Property Tax	\$ 19,700,000	\$ 18,640,000	\$ 22,090,000	\$ 19,080,000
Sales Tax	(42,570,000)	(10,190,000)	(4,080,000)	6,210,000
Utility Tax	3,030,000	2,950,000	5,340,000	4,200,000
B&O Tax	54,210,000	41,360,000	41,630,000	32,200,000
Real Estate Excise Tax (REET)	6,540,000	6,220,000	7,330,000	6,360,000
Lodging Tax	-	13,500,000	-	11,540,000
Construction Sales Tax	16,900,000	16,070,000	18,950,000	16,430,000
Total Net Fiscal Impact	\$ 57,810,000	\$ 88,550,000	\$ 91,260,000	\$ 96,020,000
Fiscal Impact NPV per Square Foot	\$ 82.59	\$ 126.50	\$ 100.29	\$ 121.54
* Slight difference vs. prior table due to rounding				

Site A: Auto Dealership/Service Site

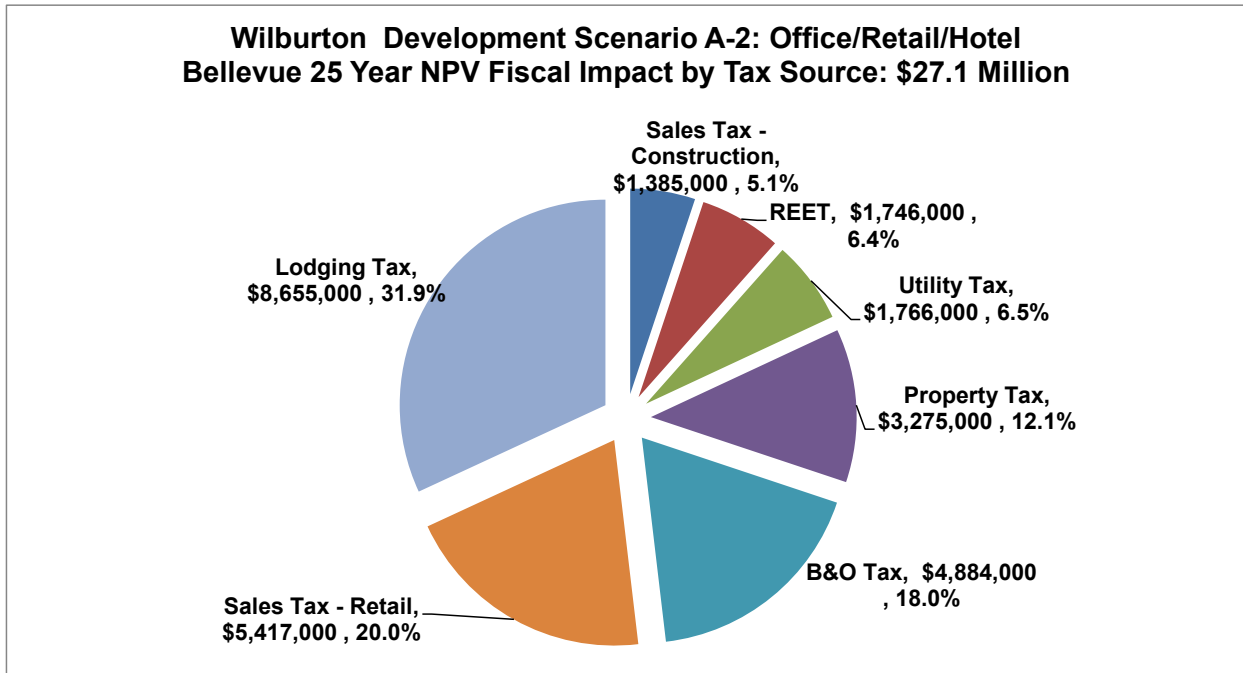
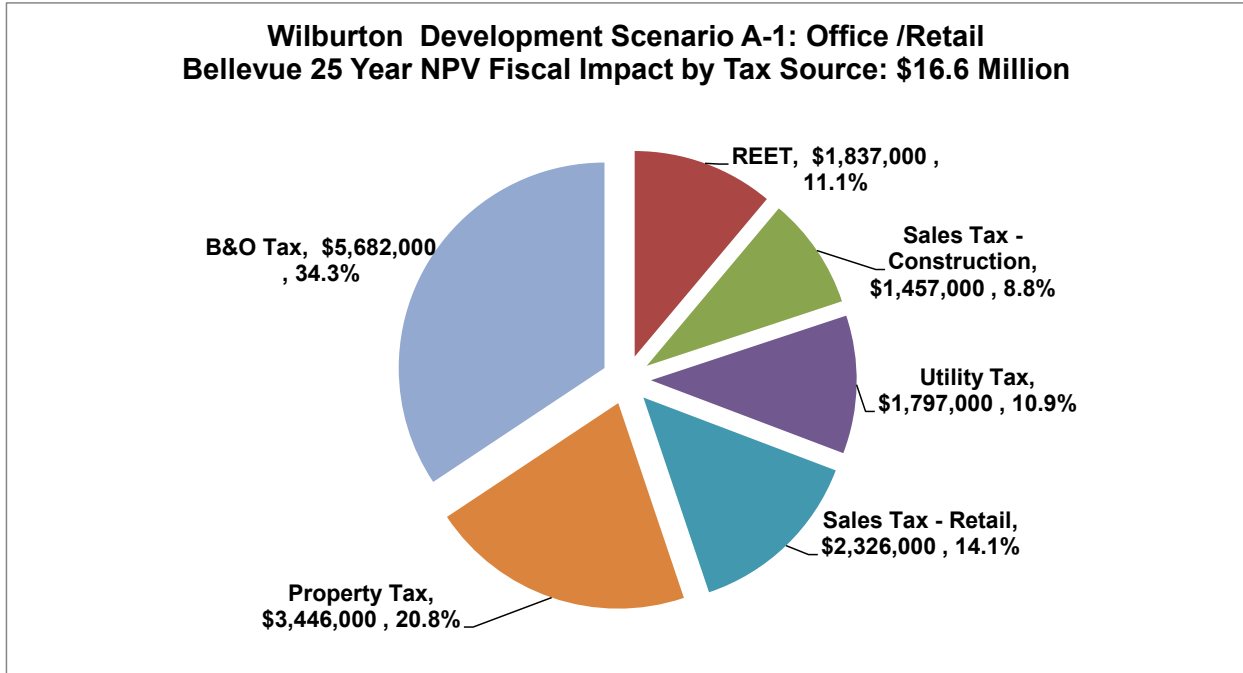
Total Fiscal Impact of New Development by Jurisdiction: 25 Year NPV



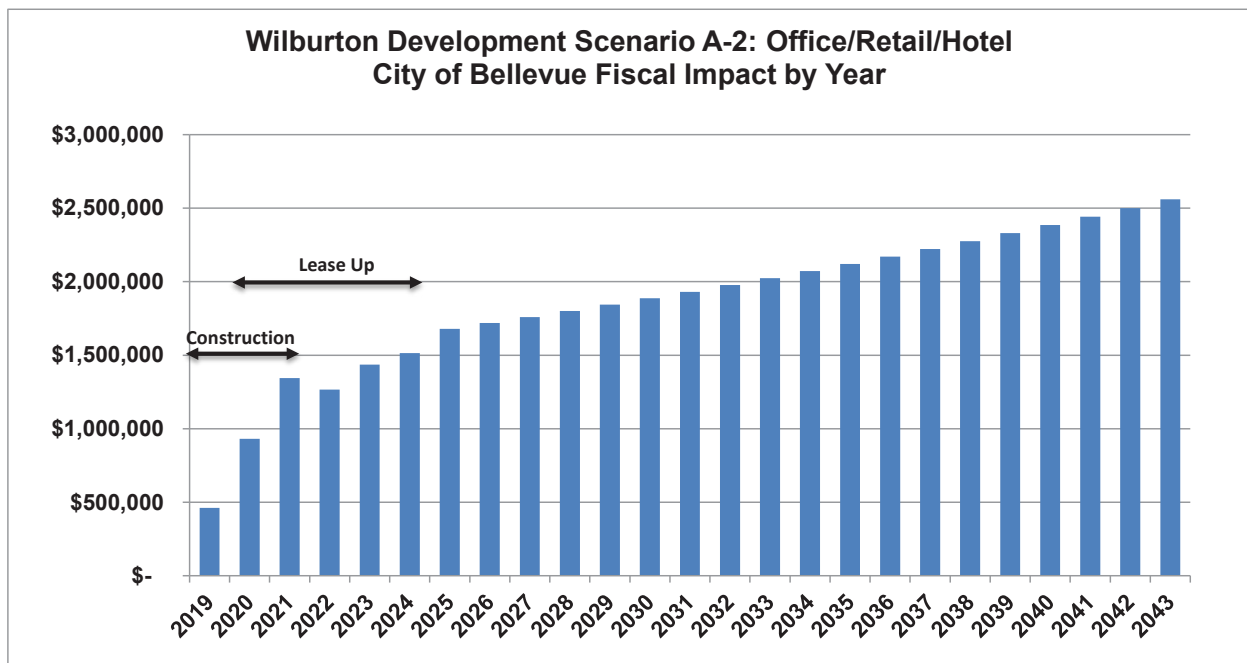
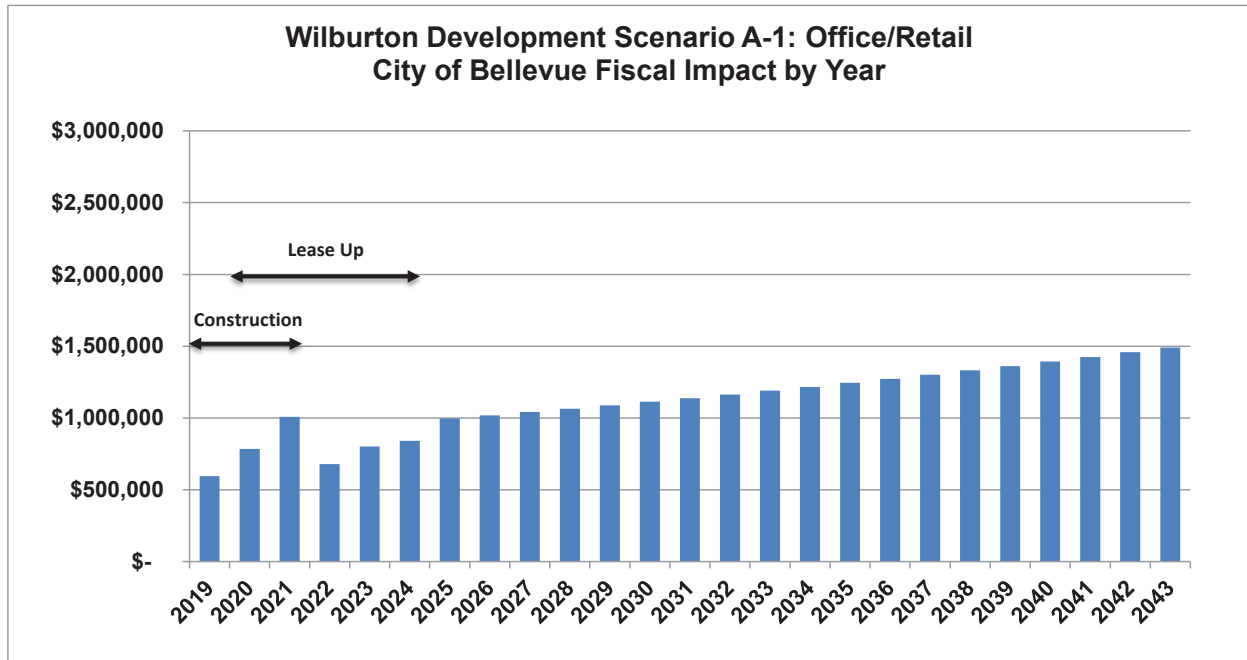
Total Fiscal Impact of New Development by Tax Source: 25 Year NPV



City of Bellevue Fiscal Impact by Tax Source: 25 Year NPV

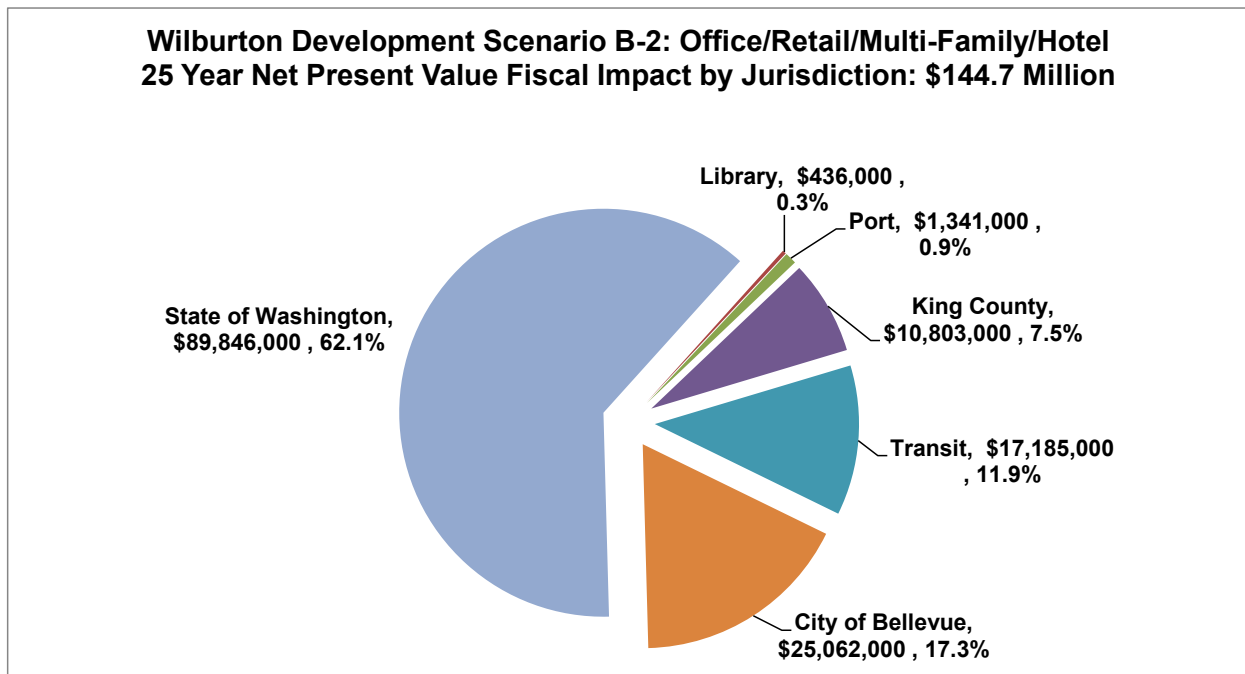
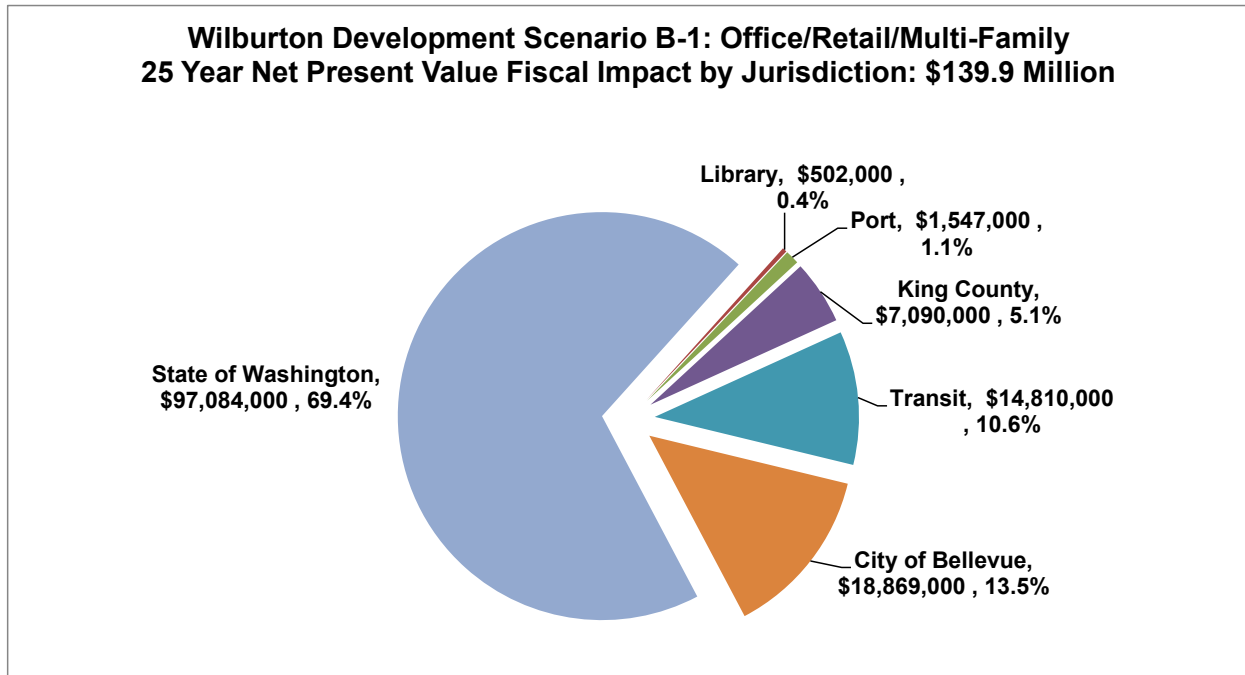


City of Bellevue Fiscal Impact by Year: Nominal Dollars

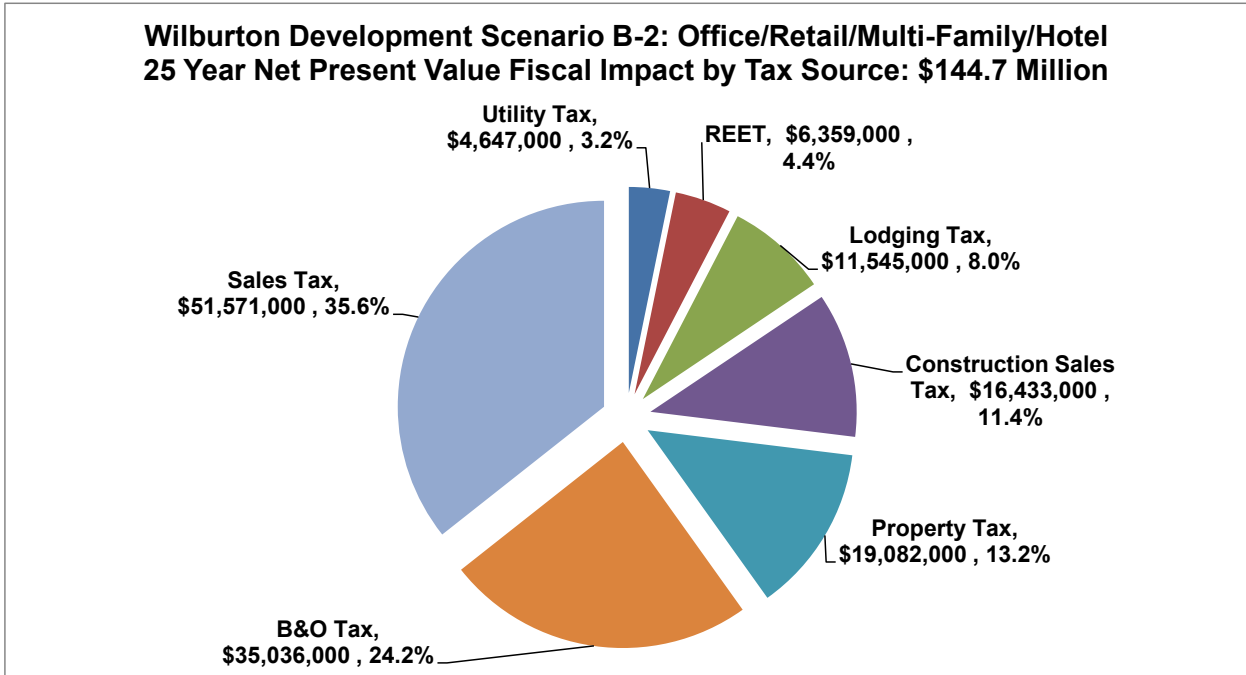
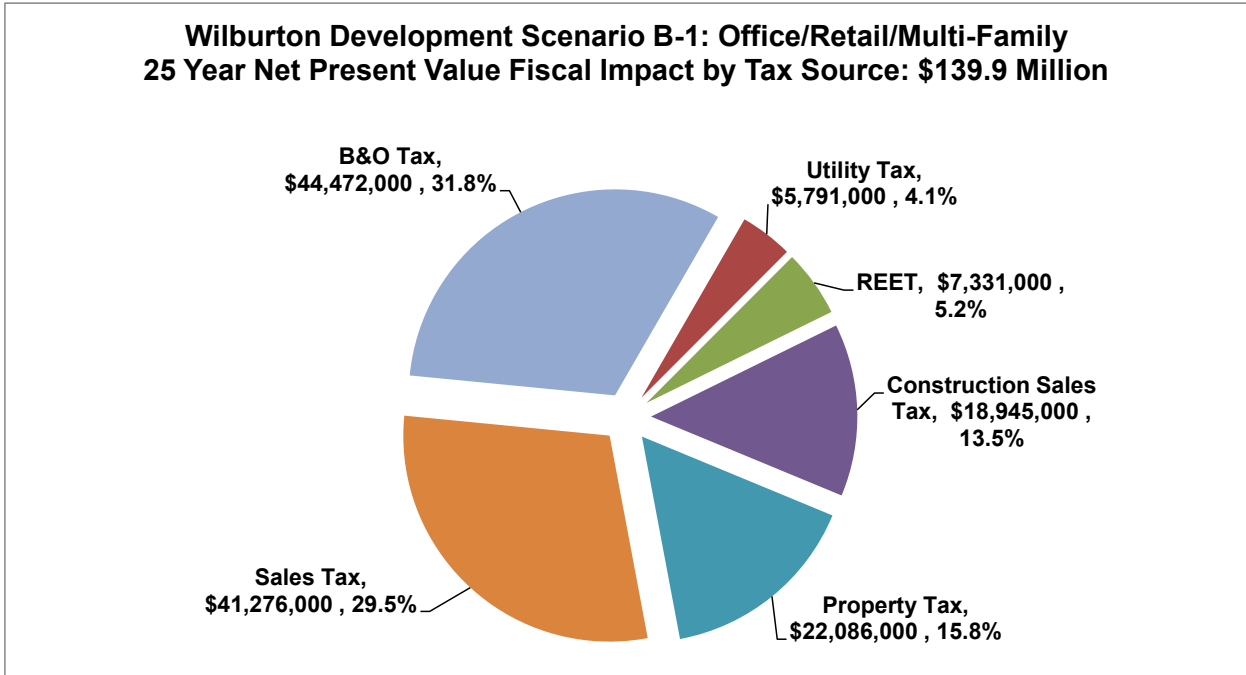


Site B: Large Format Retail Site

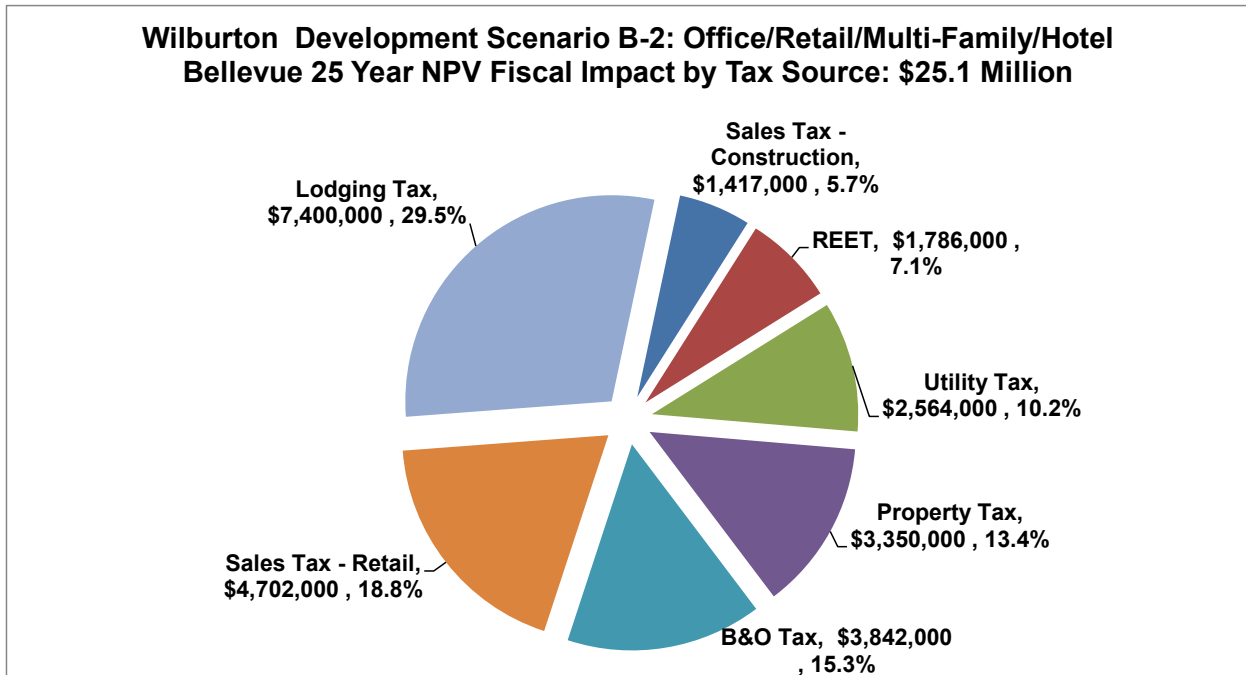
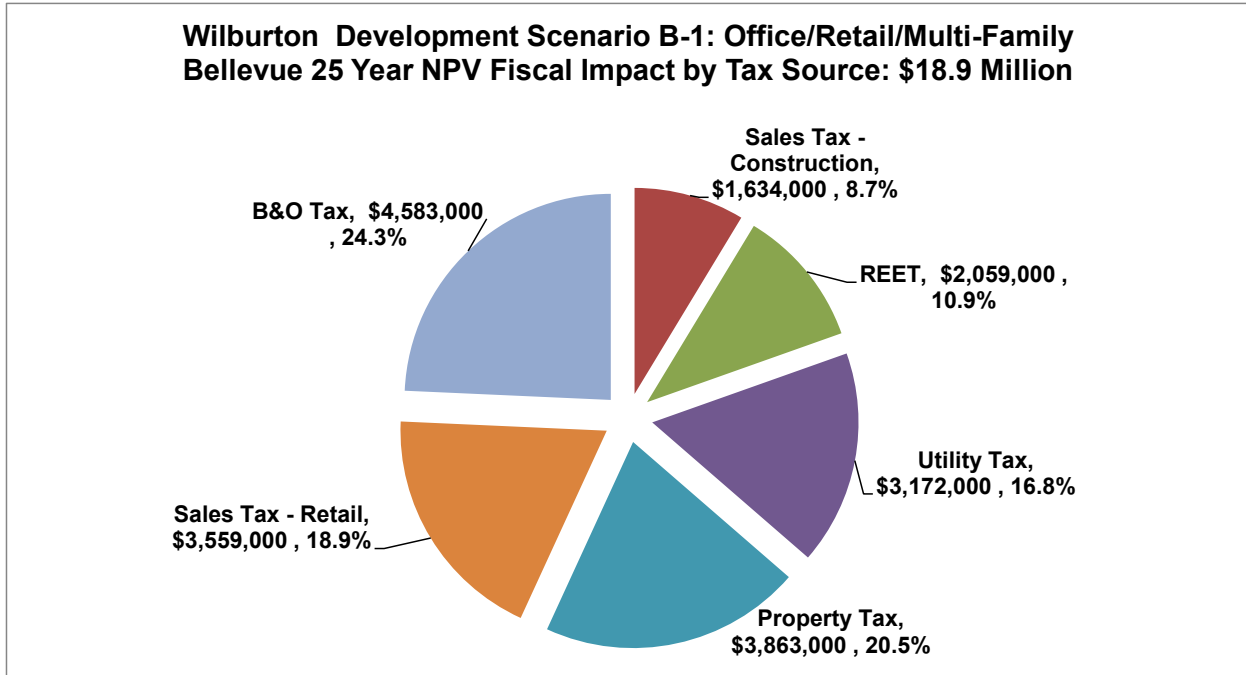
Total Fiscal Impact of New Development by Jurisdiction: 25 Year NPV



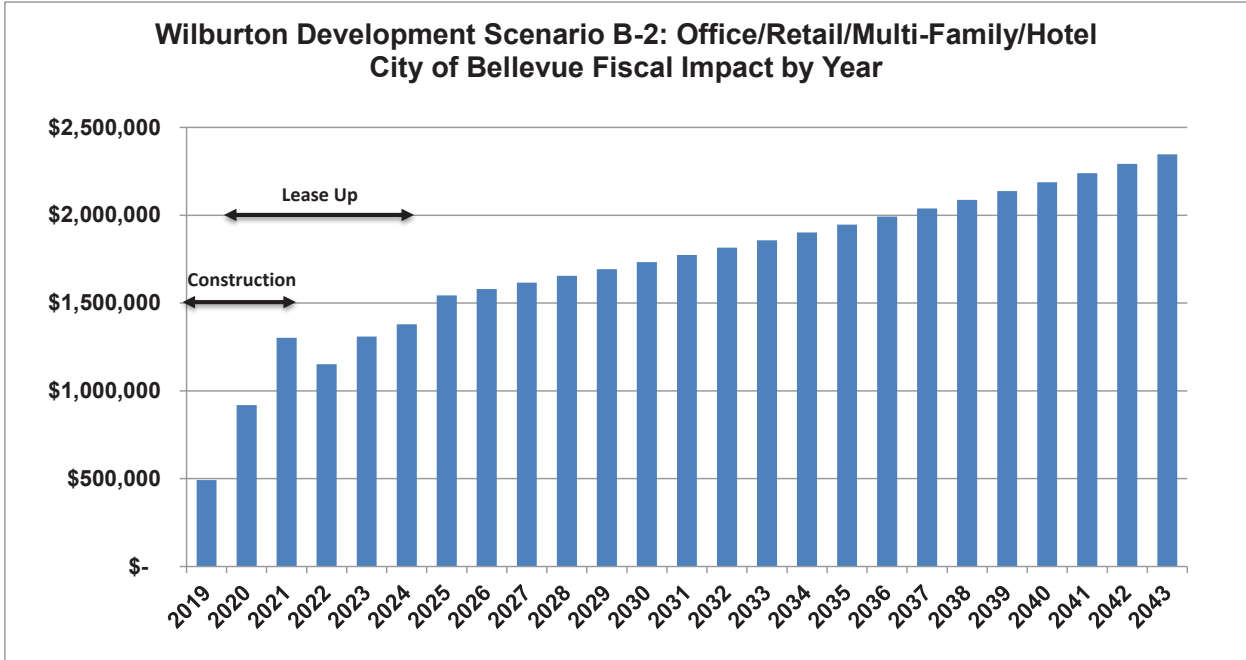
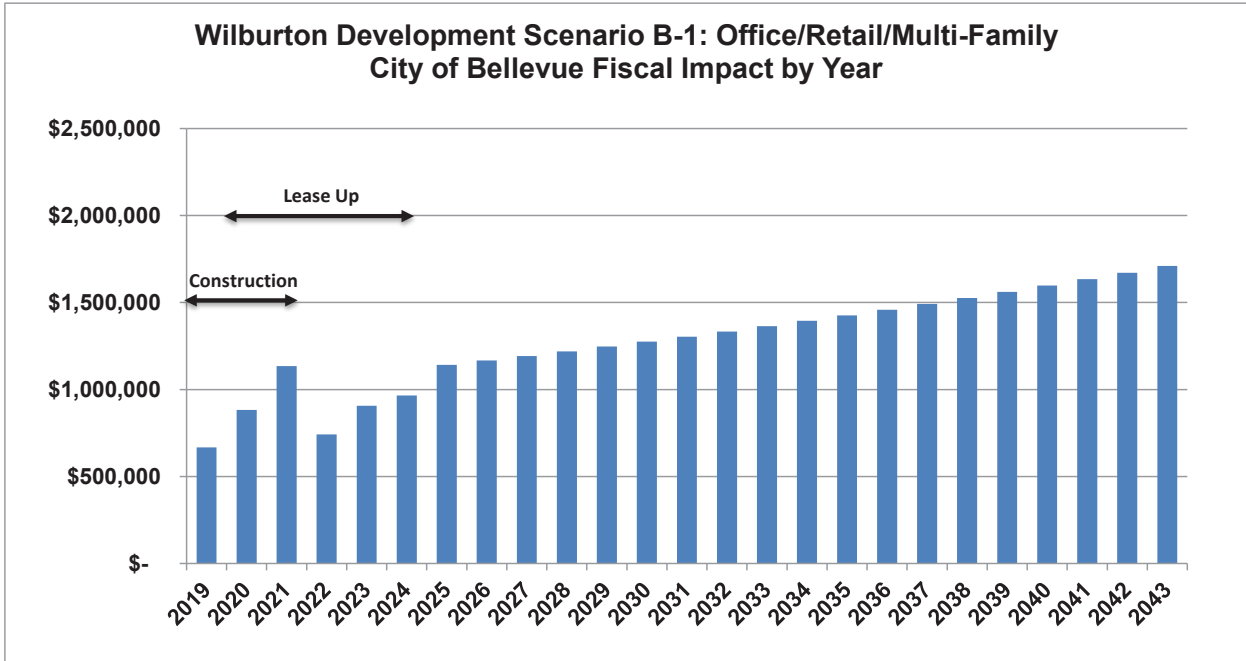
Total Fiscal Impact of New Development by Tax Source: 25 Year NPV



City of Bellevue Fiscal Impact by Tax Source: 25 Year NPV



City of Bellevue Fiscal Impact by Year: Nominal Dollars



Fiscal Impact of 1,000 Square Feet of Development

Retail development has the most significant total fiscal impact per 1,000 square feet using the assumptions developed for the Fiscal Impact Analysis. All else equal, using the net present value of estimated tax revenue over 25 years, 1,000 square feet of retail development generates 2.4 times the revenue generated by hotel development which is the next highest type of development. Residential development generates the lowest fiscal impact by a significant margin at 35 percent of the amount generated by office development (the next highest amount) and roughly 9 percent of the amount generated by retail development. Note that the estimated fiscal impact of residential development does not include taxable retail sales from new households. The highest fiscal impact for the City of Bellevue comes from hotel development due to the City's 5% lodging tax. Excluding the lodging tax the ranking of development types for the City of Bellevue are similar to the overall results but the range of difference between types of development is smaller. Based on the market analysis conducted to date, a majority of development in this area is likely to be comprised of residential and office space, even though the fiscal impacts of retail development is most beneficial.

Fiscal Benefit per 1,000 Sq. Ft. 25 Year NPV by Development	Total	City of Bellevue
Retail	\$ 628,000	\$ 65,000
Office	\$ 159,000	\$ 19,000
Residential	\$ 55,000	\$ 12,000
Hotel	\$ 258,000	\$ 85,000
Hotel Excluding Lodging Tax	\$ 162,000	\$ 23,000

PAGE INTENTIONALLY LEFT BLANK