

Puget Sound Regional Council 2002 Regional Growth Centers Report

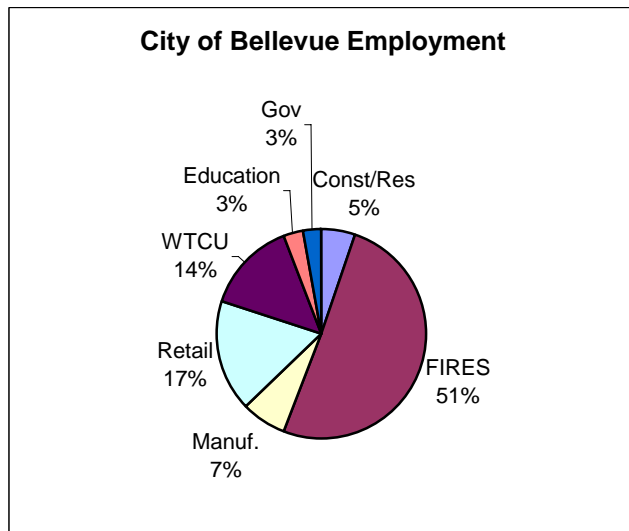
BELLEVUE REGIONAL GROWTH CENTER

Community Context

Located on the east side of Lake Washington across from Seattle, Bellevue was a small farming community until the 1940s, when the first roadway spanning Lake Washington was built. Today, the city is the third largest in the Puget Sound region, with a 2000 population of 109,569. Bellevue covers approximately 30.9 square miles and is a modern suburban city made up of predominantly single family neighborhoods and auto-oriented commercial centers. Forty-five percent of housing is multi-family, and ten percent of the community is dedicated to parks and open space. Three major freeways (Interstate-90, Interstate 405 and State Route 520) traverse the city and have generated major commercial corridors, with large office and retail centers at some of the interchanges. The city has a large and growing downtown that is a nationally recognized example of a suburban activity center maturing into a regional regional growth center.

City-Wide Snapshot	
Area (square miles)	30.9
Population (2000)	109,569
Population per square mile	3,545.9
Employment (2000)	120,403
Employees per square mile	3,896.5
Housing units (2000):	48,396
Employees per housing unit	2.5

Source: US Census Bureau, Washington State Employment Security Department



About half of the city of Bellevue's employment is in the Financial, Insurance, Real Estate, and Services sectors. Retail comprises 17%; and Wholesale trade, Transportation, Communication, and Utilities account for 14%.

Comprehensive Plan

The City of Bellevue adopted its first GMA comprehensive plan in 1993. The plan is divided into two main components: the first contains a broad statement of community framework goals and policies, while the second contains more detailed subarea land use and transportation facility plans. The City's framework goals discuss the quality of the physical and natural environments, protection and enhancement of single and multifamily neighborhoods, emphasizes downtown Bellevue's regional role as an regional growth center, economic diversity and strength, provision of housing options, improved mobility for people and goods, assistance for people in need, security, provision of adequate community services and facilities, and continuing active community involvement.

King County Countywide Planning Policies adopted in 1994 established employment and housing targets for each jurisdiction to ensure that the region had sufficient capacity to accommodate the anticipated growth. Unlike forecasts, which are market driven and reflect past and current trends, targets are policy driven and express agreed-upon goals for a community. A target also reflects the jurisdiction's commitment to have the infrastructure and zoning in place to accept the targeted amount of growth within a specified time frame.

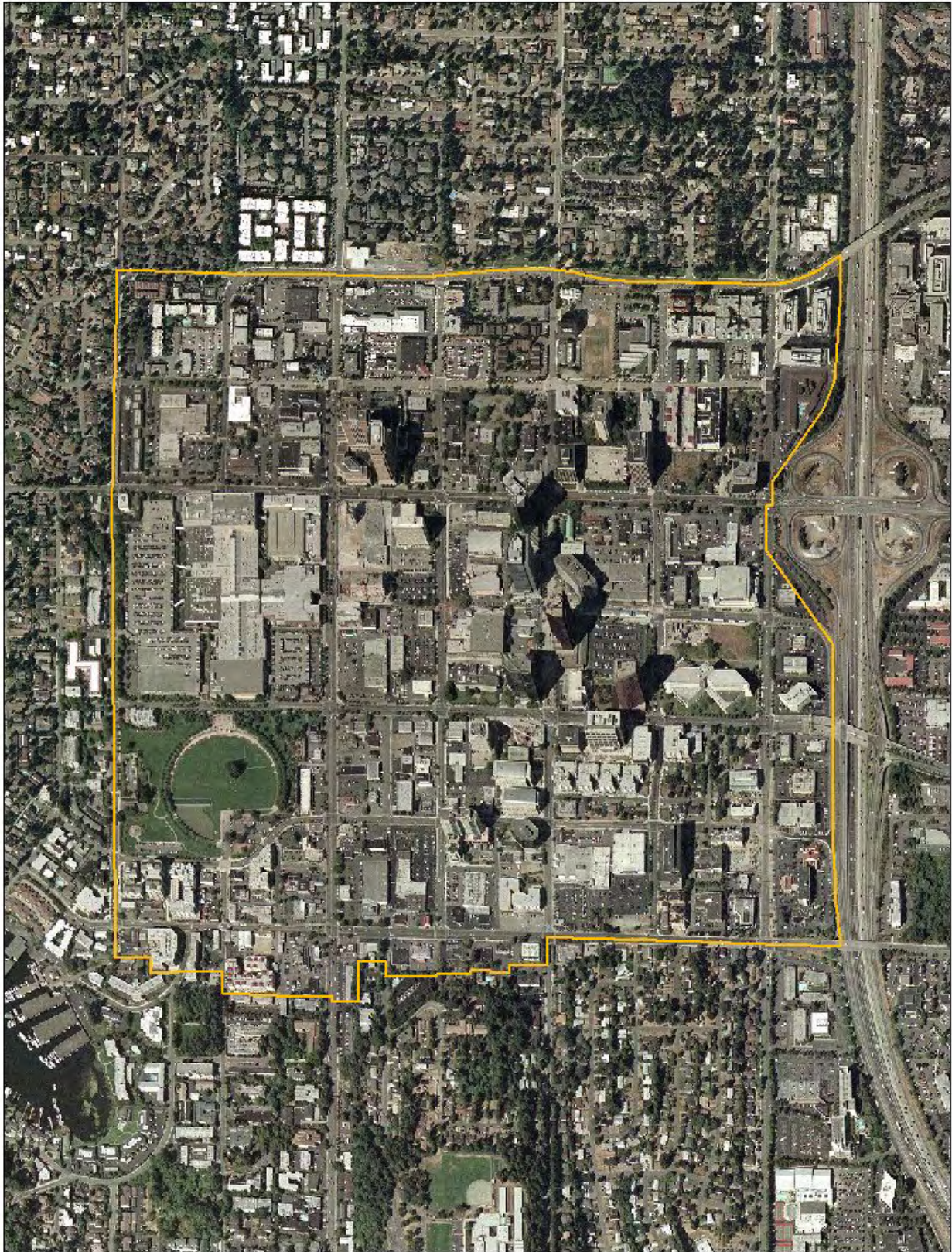
In the initial King County targets developed in its Countywide Planning Policies, the city of Bellevue was targeted to grow by 28,250 new employees by 2013, from 86,000 to 114,250 jobs. 64% of those new jobs were expected to locate within downtown Bellevue. (1997 *City of Bellevue Comprehensive Plan*). In the 2000 Census, Bellevue was shown to have grown to over 120,000 jobs, well beyond 2013 County forecasts. Similarly, King County forecasted that the City would grow by 8,575 housing units by 2013. The City responded with an overall comprehensive planning approach to focus much of this growth into higher density neighborhoods in its downtown core. The City has planned to accommodate 7,500 new housing units, 72% of which will be multifamily, and 65% of which would be located downtown. (1997 *City of Bellevue Comprehensive Plan*).

The Regional Growth Center

Background

For many years Downtown Bellevue has been in the process of transforming itself from a suburban activity area into a regional regional growth center. Indeed, in 1999 the city withdrew from the Suburban Cities Association in an effort to be recognized as the region's fifth metropolitan center. Significant development in the downtown area began with the opening of the Eastside's first mall, known today as Bellevue Square. The City began planning for a more urban pattern of growth in the mid-1970s, and was well positioned as growth gathered momentum and the office market boomed in the 1980s. A low density, suburban downtown just 20 years ago, the Bellevue CBD has emerged as the preeminent regional growth center of the East Side of central King County.

See the aerial photo on the following page for a depiction of the Downtown Bellevue Regional Growth Center.



Regional Growth Center Planning:

The Downtown Subarea Plan is one of fifteen subarea plans that have been adopted as part of the City's overall GMA Comprehensive Plan. These subarea plans work in harmony with the general elements of the Comprehensive Plan (land use, housing, transportation, etc.) while providing a focus on unique planning circumstances that exist in each subarea. Although it was readopted through the GMA planning process, the Downtown Subarea Plan has not had any significant revision since 1979.

Originally adopted in 1979 for the period through the year 2000, the existing subarea plan has reached the end of its life. A major update is underway to provide the key framework over the next two decades that enables Downtown Bellevue to evolve as an regional growth center. The focal points of the plan update are transportation, urban design, and public safety. A Citizen Advisory Committee Urban Design Task Group is currently refining positions and principles for Downtown Bellevue that will help enhance livability in the center over the next 20 years. The combined draft update and environmental impact statement for the Downtown Subarea Plan was released in the fall of 2002. Final approval of an updated *Downtown Implementation and Subarea Plan* is expected in 2003.

The current 1979 downtown plan envisions a distinctly urban, mixed-use, pedestrian oriented place. Development codes enacted subsequent to the plan have encouraged more intense development, and an urban, pedestrian-scaled form, with a lively mix of office and retail employment, plus high-density housing linked to the region by high-capacity transit. The plan calls for an intensively developed office core to be linked to a regional retail center and to the downtown park by sidewalks and by a central pedestrian corridor. Toward the edges of the downtown district, shops and restaurants are to provide services for the center and nearby neighborhoods, but the downtown is to maintain a distinct border to protect adjacent neighborhoods and maintain a compact form. The plan sets a citywide target of 28,250 new jobs, approximately 18,000 of which are expected to locate downtown between 1993 and 2013, for an overall downtown employment target of 42,500 jobs. This number of jobs would yield a potential employment density of 104 jobs per gross acre.

The currently adopted plan has also set a target of 3,500 new multifamily dwellings to locate downtown by 2013.

Population, Housing, and Employment

The Bellevue Regional Growth Center had a year 2000 population of 2,588, an increase of 119% from the 1990 figure of 1,182. Housing units increased by 217% in the 10-year period, from 703 in 1990 to 2,230 in 2000, and households also increased, from 654 in 1990 to 1,559 in 2000. The city's population target for the regional growth center is 4,400 and its housing unit target is 3,500. As of 2000 the center had reached 58.8% of its population target and 63.7% of its housing target.

With the increase in population and housing from 1990 to 2000, the Bellevue Regional Growth Center also saw an increase in densities, with population increasing from 1,751 to 3,834 persons per square mile, housing units increasing from 1.6 to 5.2 units per gross acre, and households increasing from 1.5 to 3.6 per gross acre.

The center contained some 31,725 employees in 2000, compared with an employment target of 42,500. This places the center at 74.6% of its target as of 2000. The employment target is consistent with the Regional Council's *VISION 2020* employment guideline, which established 15,000 jobs as the minimum level of employment for an regional growth center. With its 31,725 employees, the Bellevue center had an employment density of 73 employees per gross acre in 2000. This compares with the *VISION 2020*

density guideline of 25 employees per acre. If the center retains its current size and achieves its target jobs, it would reach an employment density of 94 employees per acre, well exceeding the *VISION 2020* guideline.

Regional growth center Population, Housing, and Employment			
	1990*	2000	Target
Population	1,182	2,588	14,000
Persons per square mile	1,751	3,834	—
Housing units	703	2,230	10,600
Housing units per gross acre	1.6	5.2	—
Households	654	1,559	—
Households per gross acre	1.5	5.2	—
Employment	23,018	31,725	79,000
Employees per gross acre	56.1	73	—
Employees per housing unit	35.2	14.23	—
* Employment data is for 1995			

Source: US Bureau of Census, City of Bellevue Comprehensive Plan

Bellevue Regional Growth Center Employment by Sector (2000)	
<i>Sector</i>	<i>Percent Jobs</i>
Const/Res	1.71%
FIRE	15.20%
Manufacturing	2.71%
Retail	23.49%
Services	43.64%
WTCU	11.57%
Education	---
Government	1.67%

Source: Washington State Employment Security Department

Land Use, Character & Urban Form

The Bellevue Regional Growth Center is compact and a roughly square 432 acres. It has a year 2000 estimate of 2,588 residents, which is over double the population of 1990.

In 2000, there were an estimated 31,725 jobs in the Bellevue CBD. Along with its office and retail development, downtown Bellevue contains a variety of regional attractions and functions. These include a convention center and first class hotels, a 17-acre urban park, an art museum, and a regional library. A small section of historic Main Street continues to thrive as a pedestrian-oriented specialty retail area. A major hospital is just northeast of the center, and the city’s administrative center is just to the east. Until recently downtown had little housing, but increased condominium and mixed use developments in the last several years have greatly increased the number of downtown dwellings. The center was platted in large “superblocks” characteristic of post-war, auto-oriented development patterns. Today, average block size

is about 7.5 acres, nearly four times as large as a pre-auto era city block. Roads are typically very wide, but unlike many other regional growth centers in the suburban area, over 65% have well-constructed sidewalks. While adding new streets is hampered by complex land ownership patterns and high land values, the City has been trying to break up the large blocks with additional pedestrian walkways. Large surface parking areas are a hindrance to compact development in the center, but reducing parking is difficult since most businesses require their own on-site dedicated parking.

Bellevue Regional Growth Center Character and Urban Form	
Total area (acres)	432
Total area (square miles)	0.68
Net center size (acres)	360
Number of blocks	48
Average block size (gross acres)	9.0
Average block size (net acre)	7.6
Number of parcels	530
Average parcel size (net acres)	0.68
Road network (linear miles)	14.27
Intersection density (intersections/acre)	0.22

Source: Puget Sound Regional Council

A recent parking survey in Downtown Bellevue revealed over 28,000 off street parking spaces in the downtown area. Over one third of these spaces were dedicated to retail customers, with the rest intended for employee, residential, and other uses.

Bellevue Regional Growth Center Off-Street Parking by Type								
Bellevue Total	Customer Only	Customer with other type	Employee Only	Employee with other type	Residential	Residential with some other type	Other	Other with some other type
28,681	10,570	4,205	656	228	611	N/A	12,148	N/A

Source: Parking Inventory for the Central Puget Sound Region, PSRC (2003)

Weighted hourly costs have risen for retail customer parking spaces to an average of \$5.10 per hour, with daily rates at \$11.89 and monthly costs at over \$142. Of the areas surveyed in the region, these rates are second only to downtown Seattle.

Bellevue Regional Growth Center Parking Costs					
Regional Growth Center	Total Stalls	Average Occupancy	Weighted Hourly Cost	Weighted Daily Cost	Weighted Monthly Cost
Downtown Bellevue	28,681	59.5%	\$5.10	\$11.89	\$142.74

Source: Parking Inventory for the Central Puget Sound Region, PSRC (2003)

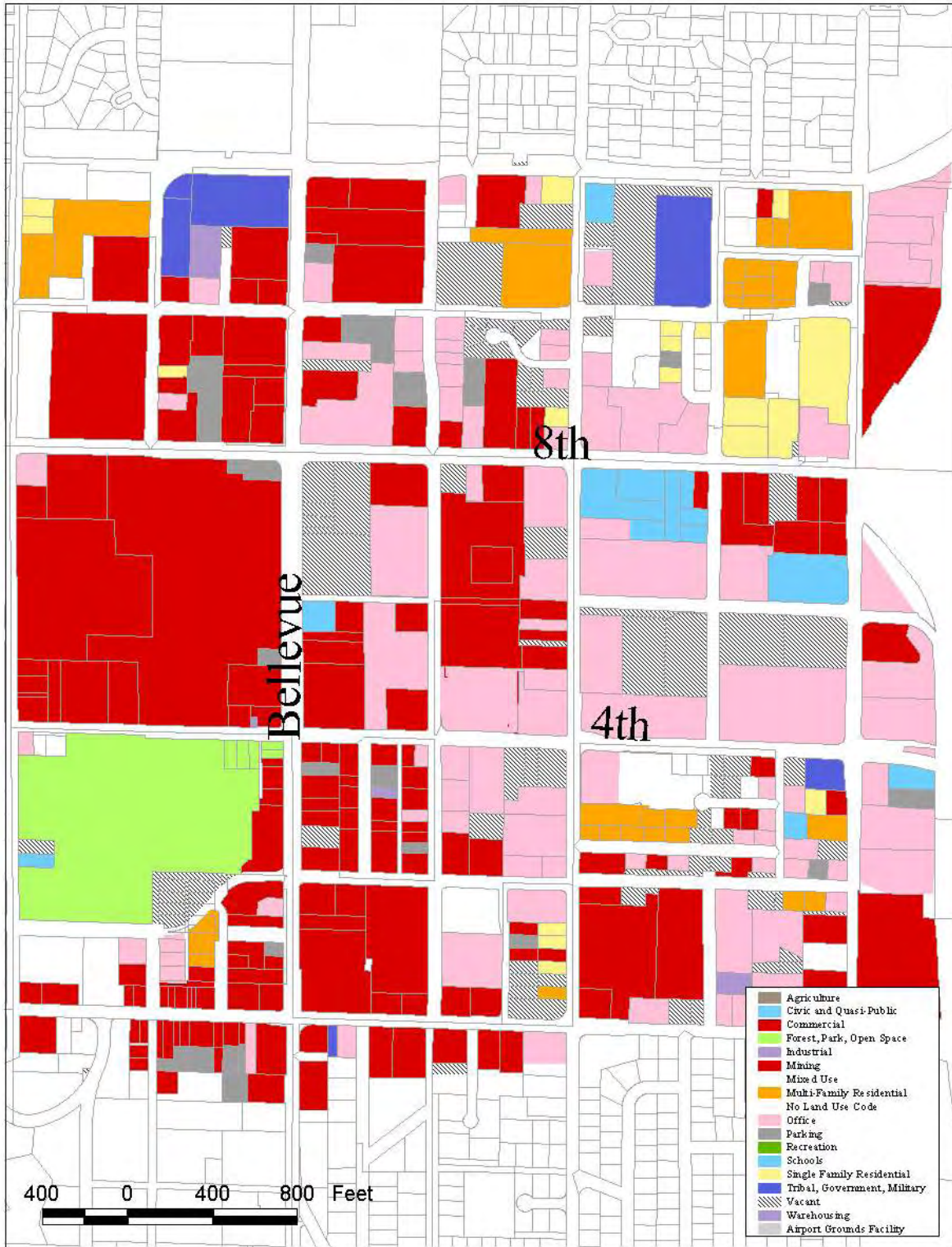
Current land use in Bellevue Regional Growth Center is predominantly commercial (31%) and office (18%). Parks and open space make up 5%, and multi-family residential accounts for another 5%. Nearly 8% of the center (about 32 acres) is vacant land. Altogether, employment related land uses comprise 54% of the center's land use.

Bellevue Regional Growth Center Existing Land Use	
	Percentage
Civic/Quasi-public	1.14%
Commercial	31.30%
Parks/Open Space	4.97%
Hospital	0.97%
Industrial	0.21%
Mixed Use	0.75%
Residential – Multi Family	4.56%
Office	18.04%
Parking	1.93%
Schools	0.72%
Residential – Single Family	1.94%
Government/Military	1.86%
Unknown (No Data)	23.90%
Vacant	7.59%
Warehousing	0.11%
Total	100%
Employment Related Land Use	54.38%
Residential Land Use	7.25%

Source: King County Assessor, Puget Sound Regional Council

See the map on the following page for a depiction of current land uses in the Downtown Bellevue Regional Growth Center.

Bellevue Urban Center (Current Land Use)



Downtown Bellevue is planned for a wide variety of high intensity uses, such as regional retail, office, hotel, entertainment, high-density multifamily residential, and various institutional uses.

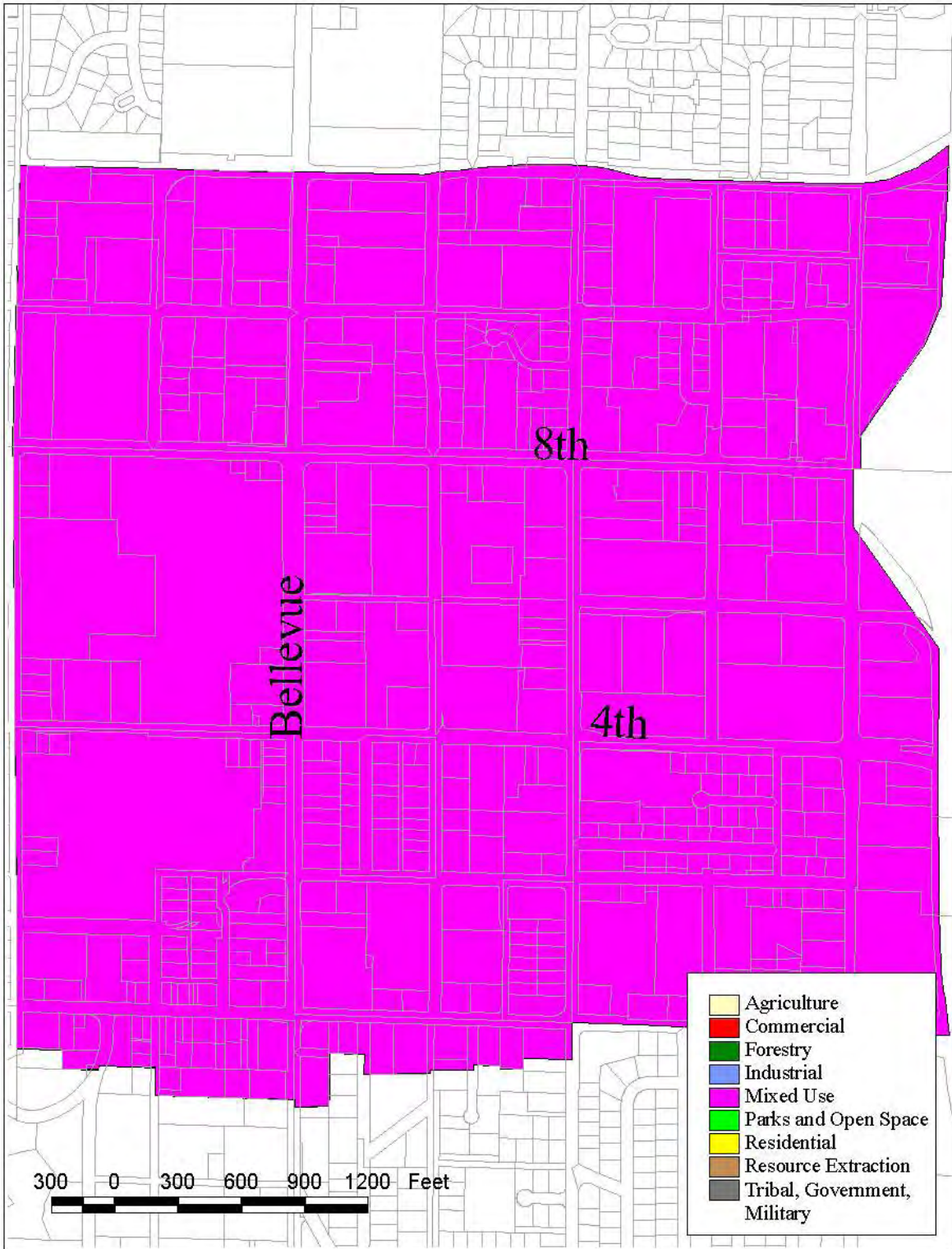
As described earlier, the City is undertaking a major update of the Downtown Bellevue Subarea plan to provide a revised framework over the next two decades to enable Downtown Bellevue to evolve as a regional growth center. The focal points of the plan update are transportation, urban design, and public safety. A Citizen Advisory Committee Urban Design Task Group is currently refining positions and principles for Downtown Bellevue that will help enhance livability in the center over the next 20 years. The center is envisioned as the most intensively developed downtown district of King County’s Eastside, with high concentrations of multifamily residential development, regional office and retail uses, and civic and institutional uses. The combined draft update and environmental impact statement for the Downtown Subarea Plan was released in the fall of 2002. Final approval of an updated *Downtown Implementation and Subarea Plan* is expected in 2003.

Bellevue Regional Growth Center Future Land Use	
	Percentage
Downtown *	100%
Total	100%
* Bellevue's Downtown land use designation allows major facilities such as retail, office, hotel, entertainment, high-density multi-family residential, and institutional uses.	

Source: The city of Bellevue Comprehensive Plan

See the map on the following page for a depiction of future land uses in the Downtown Bellevue Regional Growth Center. Note that the land uses shown are drawn from the Bellevue Comprehensive Plan as the updated Downtown Bellevue Subarea Plan is not yet finalized.

Bellevue Urban Center (Future Land Use)



Transportation and Access

Downtown Bellevue is bounded on the east by Interstate 405, one of the region’s primary north-south freeways, and lies directly between Interstate 90 and SR 520, the region’s main east-west freeways. Several arterials connect the center to the local community, including NE 8th Street, NE 4th Street, and Bellevue Way.

Twenty-one separate transit routes, including King County Metro, Community Transit, and Sound Transit services, pass through the center. These routes provide on average one bus run approximately every 33 minutes in the AM peak period. Many of these routes connect at the Bellevue Transit Center, which is centrally located at Northeast Sixth Street at 110th Avenue NE, at the east end of a long-planned pedestrian corridor connecting to the city’s convention center. High Occupancy Vehicle (HOV) lanes are located on I-405, with bus queue-bypasses and an arterial HOV lane connecting to the transit center.

Bellevue Regional Growth Center Transit Routes and Frequencies (AM Peak Period)			
Item	Route #	Destination	Frequency
1	550	Seattle	8.30
*	550	BTC	15.00
2	271	UW	15.00
*	271	Issaquah	30.00
3	565	Federal Way	60.00
*	565	BTC	36.00
4	535	BTC-Lynnwood	30.00
5	222	Overlake-BTC	30.00
6	253	Redmond-BTC	30.00
7	532	BTC	30.00
8	530	Everett	30.00
9	167	UW	26.00
10	243	BTC	34.00
11	920	Kingsgate-UW	60.00
12	261	Overlake-Seattle	30.00
13	921	BTC	40.00
*	921	Factoria	52.00
14	249	Redmond	70.00
*	249	BTC	45.67
15	230	Kingsgate-Redmond	30.00
16	232	BTC	34.00
17	233	Avondale-BTC	30.00
18	234	Kenmore-BTC	33.00
19	237	BTC	33.67
20	240	Clyde Hill	35.00
21	340	BTC or Aurora	22.00
*	340	Renton	20.00
*	230/253	Crossroads	15.00
		Average Frequency	33.02

Source: Puget Sound Regional Council, Community Transit, Everett Transit, Kitsap Transit, Metro Transit, Pierce Transit, Sound Transit

Transit station areas

Recent improvements to the Bellevue Transit Center include ten bus bays, shelter improvements and rider amenities, and new shelters at bus stops on 108th Avenue NE and 106th Avenue NE. The improvements will enable more than 100 buses per hour to move efficiently through the center.

In 2003, a rider services building will be constructed adjacent to the transit center with space for rider information, City of Bellevue and community information, a Bellevue Police outpost, bike facilities and public restrooms.

Roadway improvements on 106th Avenue NE, 108th Avenue NE, 110th Avenue NE, and on Northeast Sixth Street east of 110th Avenue have been completed to improve transit and traffic flow through the downtown area and around the transit center. Direct access improvements will be completed to connect the transit center to Interstate 405 in 2005.

The newly expanded transit center island will be supported by improved stops both southbound and northbound on 108th Avenue N.E. at N.E. 6th Street for convenient transfer connections between services. The newly constructed and sheltered bus stops on 106th Avenue N.E. at N.E. 6th Street will also help to better serve downtown destinations west of the Bellevue Transit Center.

About 100 buses per hour serve the new transit center during the peak hours in the morning and evening.

Bellevue Regional Growth Center Parking Requirements			
	Min.	Max.	
Multi family	-	-	
Office	2.0	2.7	Per 1000 net SF
Retail (general)	3.3	5.0	Per 1000 net SF
Restaurant, other	-	-	

Source: Application of Physical Design Guidelines in Regional Growth Centers Survey, 2002

Regional Growth center references and contacts

City of Bellevue Comprehensive Plan (1997, as amended)

Downtown Subarea Plan

City of Bellevue Draft Downtown Implementation Plan and Subarea Plan Review Draft Environmental Impact Statement (October 2002)

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