Item No. <u>SS</u> 2(a) March 3, 2014

CITY COUNCIL STUDY SESSION ITEM

SUBJECT

Update on Downtown Livability Initiative.

STAFF CONTACTS

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POLICY ISSUES

Downtown Subarea Plan

The City Council launched the Downtown Livability Initiative in 2013 to update the Land Use Code for Downtown Bellevue. The focus is to build upon success and examine how changes to our development regulations can better enhance Downtown livability and memorability.

This effort will set the Land Use Code framework for the next generation of building Downtown, consistent with the Great Place Strategy in the Downtown Subarea Plan:

To remain competitive in the next generation, Downtown Bellevue must be viable, livable, memorable, and accessible. It must become the symbolic as well as functional heart of the Eastside Region through the continued location of cultural, entertainment, residential, and regional uses located in distinct, mixed-use neighborhoods connected by a variety of unique public places and great public infrastructure.

DIRECTION NEEDED FROM COUNCIL

	Action
X	Discussion
X	- Information

No action is requested tonight. Staff is providing this update on the Downtown Livability Initiative in an effort to keep the Council apprised of progress being made by the Citizen Advisory Committee, including the range of alternatives and strategies currently being evaluated.

BACKGROUND/ANALYSIS

The Downtown Livability Initiative is a targeted review of specific regulations that guide development and land use activity in Downtown Bellevue. The stated objectives of this project

are to: achieve the vision for Downtown as a vibrant, mixed-use center; enhance the pedestrian environment; improve the area as a residential setting; enhance the identity and character of Downtown neighborhoods; and incorporate elements from the Downtown Transportation Plan Update and East Link design work.

Advisory Committee

The current work is being guided by a Council-appointed Advisory Committee that includes representation from all City boards/commissions and other community stakeholder groups (see Attachment 2). The Committee is co-chaired by Aaron Laing (Planning Commission) and Ernie Simas (Transportation Commission). Committee meetings are held monthly and are open to the public with a comment period. Packet materials are posted one week ahead of time on the project web site (www.bellevuewa.gov/downtown-livability.htm).

The Advisory Committee and staff are working from the Project Scope and Principles adopted by Council in early 2013 (see Attachment 3). The scope focuses on key elements of the Downtown Land Use Code (such as building height and form, public open space, design guidelines, and the density incentive system), which have guided Downtown development since its adoption in 1981. Many of the elements are out-of-date or otherwise warrant revisiting at this time.

Review of Land Use Code

The Advisory Committee began meeting with an orientation to the project in May 2013. In June through November 2013, the Committee conducted a thorough review of the existing Land Use Code. A series of "Code Audits" were developed as a starting point for the Committee's work. The audits explore existing Code provisions and relevant policies, results on the ground, observations about what's working well, and where there is room for improvement. This was an important foundational piece to help ensure that any changes are well grounded in an understanding of how the current Code is working. The Committee spent several months carefully reviewing the audits and giving preliminary direction on what should be incorporated in potential alternative Code amendments.

During this period, there were also a set of "hand-offs" from the Transportation Commission to the Downtown Livability Advisory Committee regarding the Downtown Transportation Plan Update. These included recommendations for Code changes relating to sidewalk widths, landscaping, intersection treatments, etc.

Evaluation Framework

On January 15, the Advisory Committee reached a significant milestone in the project. At the "Alternatives Workshop" that evening, the Committee gave direction on the specific Code alternatives and strategies to be fully evaluated by staff and consultants. This narrows the field of potential amendments into a focused and coherent set, incorporating the lessons from the Code audits, earlier discussion by the Committee, and feedback to date from the public. The resulting range of alternatives and strategies to be evaluated and analyzed by staff and the consultant team are arranged into the following topical areas.

- Building Height and Form
- Vision for DT-OLB District
- Major Pedestrian Corridor
- Public Open Spaces

- Amenity Incentive System
- Design Guidelines
- Downtown Parking
- Downtown Food Trucks.

See Attachment 4 for details of the alternatives and strategies under evaluation for each topic. The analysis is now underway and will be brought back to the Advisory Committee in a series of modules beginning at their March meeting. The analysis will be set in the context of the Council Principles and evaluated against a set of specific technical factors.

Updated Schedule

The Advisory Committee process has taken longer than originally anticipated. The Committee has desired to take additional time to fully understand the materials presented and to create additional opportunities for public engagement, especially during these formative stages of the project. This spring will be dedicated to Committee review of the staff and consultant analysis, and lead into the Committee's ultimate formation of a set of recommended Code changes.

Community Engagement

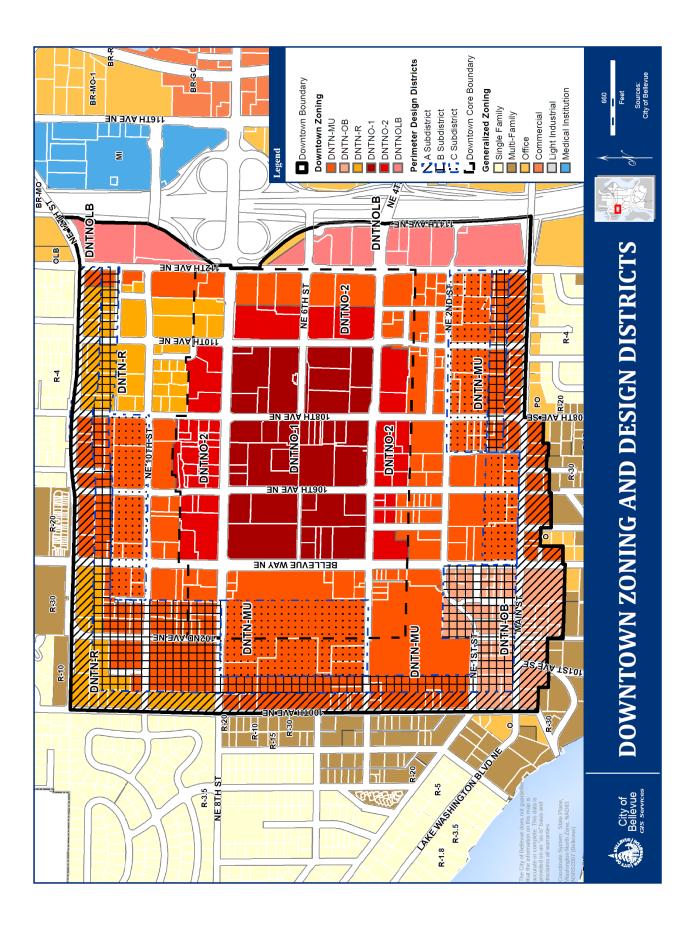
Public engagement is a key part of the Downtown Livability project, and we are using a range of approaches to inform and involve interests from Downtown and throughout the City. This includes getting the word out through the City's Web site, *Neighborhood News, It's Your City, Bellevue Reporter, Bellevue Patch*, and the project's own interested parties list which now numbers over 575 parties. We have engaged in dialogue through Downtown walking tours, meetings with business groups and resident groups, one-on-one meetings, two series of focus groups—one at the beginning of the process and a second round following production of the Code Audits, as well as the with the emerging Downtown Residents Neighborhood Association which had their kick-off meeting on January 16 at City Hall.

Additional open houses, focus groups, meetings, and other events will occur as the project proceeds. Our goal is to have a broadly inclusive public process, providing meaningful opportunities for the full spectrum of stakeholders and interested members of the public – from Downtown and throughout the City – to be involved throughout the project.

Staff will return to Council with additional updates as this work proceeds.

ATTACHMENTS

- 1. Downtown Subarea Map
- 2. Citizen Advisory Committee Members
- 3. Council Principles and Scope
- 4. Results of Downtown Advisory Committee Alternatives Workshop (January 15, 2014)
- 5. Generalized Schedule



Downtown Livability

Citizen Advisory Committee Members

Appointed by Mayor Lee and confirmed by City Council on March 18 and May 6, 2013.

MEMBER	REPRESENTATION
Aaron Laing (co-chair)	Planning Commission
Ernie Simas (co-chair)	Transportation Commission
Hal Ferris	Planning Commission
Erin Powell	Parks & Community Services Board
Jan Stout	Human Services Commission
Brad Helland	Environmental Services Commission
Trudi Jackson	Arts Commission
Patrick Bannon	Bellevue Downtown Association
Gary Guenther	Bellevue Chamber of Commerce
Ming Zhang	Small business representative
Michael Chaplin	Architect
Mark D'Amato	Downtown resident
Lee Maxwell	Resident from nearby neighborhoods
Loretta Lopez	City-wide representative
David Sutherland (Resigned as of 11/14/2013 due to work)	Downtown employer

Downtown Livability

Scope and Council Principles

Approved January 22, 2013

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

The Project Scope includes the following:

- · Amenity incentive system
- Building form and height
- · Design guidelines
- NE 6th Street Pedestrian Corridor
- Light rail interface
- Downtown parking
- Vision for Downtown OLB district
- Downtown signage

- · Sidewalk widths and landscaping
- · Vacant sites and buildings
- Mechanical equipment screening
- Recycling and solid waste
- Vendor carts
- Range of permitted uses
- Green, energy efficient, and sustainable development forms
- The Land Use Code interface with the mobility work underway through the Downtown Transportation Plan

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

Principle Change • After several development cycles since the original 1. Refine the incentive system to develop the Code adoption, it has become increasingly clear what is appropriate balance between private return on working and not working with development incentives. investment and public benefit. • Downtown Bellevue has experienced a massive influx 2. Promote elements that make Downtown a of new residents. This has helped create long hopedgreat urban environment while also softening for urban qualities, but also led to increased frictions undesirable side effects on Downtown residents. that occur in a dense, mixed use environment. • Downtown has seen a significant increase in 3. Increase Downtown's liveliness, street presence, and pedestrians and street-level activity. the overall quality of the pedestrian environment. • Through new development, Downtown has an 4. Promote a distinctive and memorable skyline opportunity to create more memorable places, that sets Downtown apart from other cities, and as well as a distinctive skyline. likewise create more memorable streets, public spaces, and opportunities for activities and events.

Continued on back

Change	Pı	continued from front
• Environmental rules and strategies have evolved over the past decades since the Downtown Code was adopted.	5.	Encourage sustainability and green building innovation in Downtown development. Enable design that promotes water, resource, and energy conservation, and that advances ecological function and integrity.
• Downtown is attracting a younger and more diverse demographic mix, of workers, visitors, and residents.	6.	Respond to Downtown's changing demographics by meeting the needs of a wide range of ages and backgrounds for an enlivening, safe and supportive environment.
• As Downtown has become a more mature urban center, it is experiencing an increase in visitors and more interest in tourism.	7.	Promote elements that will create a great visitor experience and a more vital tourism sector for Downtown.
• We live in an increasingly global economy, with flows of goods and services, capital and people transcending state and national boundaries.	8.	Strengthen Downtown's competitive position in the global and regional economy, while reinforcing local roots and local approaches.
• Downtown's relationship with adjacent residential neighborhoods has evolved. It remains important to achieve a transition in building form and intensity between Downtown and adjacent residents, but nearby neighborhoods are also seeking the attractions that the city center brings.	9.	Maintain graceful transitions with adjoining residential neighborhoods, while integrating these neighborhoods through linkages to Downtown attractions.
• The development arena is becoming increasingly competitive, as Downtown continues to seek quality investments that implement the Subarea Plan vision.	10.	Refine the Code to provide a good balance between predictability and flexibility, in the continuing effort to attract high quality development that is economically feasible and enhances value for all users.
• As Downtown has matured and filled in, opportunities for quality development are becoming limited, and expectations have grown as to how each development contributes to the greater whole.	11.	Promote through each development an environment that is aesthetically beautiful and of high quality in design, form and materials; and that reinforces the identity and sense of place for Downtown and for distinct districts.
• Bellevue's park and open space system has dramatically evolved, for example with acquisition and planning for Meydenbauer Bay Park, development of the Downtown Park, and the nearby Botanical Garden on Wilburton Hill.	12.	Advance the theme of "City in a Park" for Downtown, creating more green features, public open space, trees and landscaping; and promoting connections to the rest of the park and open space system.

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Results of Downtown Advisory Committee Alternatives Workshop

Topics covered at the January 15, 2014 Workshop

- Building Height and Form
- Vision for DT-OLB District
- Major Pedestrian Corridor
- Public Open Spaces
- Amenity Incentive System
- Design Guidelines
- Downtown Parking
- Downtown Food Trucks

Building Height and Form

KEY ISSUE: Should building heights and their urban form be modified to better achieve the vision for Downtown?

The Big Picture ~ Current Policy Direction

Downtown Bellevue's urban form is often called a "wedding cake," with a layering of building intensities and heights. The most intense and highest buildings are planned for the central Core, and transition outward toward the edges of Downtown which abut older residential neighborhoods. This form was intended to create a strong and legible skyline, focus the most intense development where it can be served by multiple travel choices, and provide for a graceful transition between Downtown and adjoining neighborhoods.

In most zoning districts, residential buildings are permitted more intensity (expressed in floor area ratio, or FAR) and height than nonresidential buildings, in part to incentivize residential uses and in part due to the smaller floorplates and more slender form of residential towers, as compared to typically more bulky office towers.

Any changes to building heights and form should take into account factors such as:

- Skyline form and memorability
- Character of Downtown neighborhoods
- Public view corridors and shading of public spaces
- Access to light and air between towers
- Ability to serve additional intensity with adequate transportation and other infrastructure
- Transition between Downtown and adjoining neighborhoods

Building Height and Form

Summary of Discussion Leading into Workshop

- The wedding cake concept has generally been successful for Downtown Bellevue. Some modifications may be warranted, provided issues surrounding height and density are much more sensitive in the Perimeter Areas on the edges of Downtown.
- Interest in how additional height might be used to achieve more memorable, iconic Bellevue skyline.
- Interest in exploring potential height increases in the Downtown core where current limit is 450 feet in exchange for extraordinary amenities. Based on building blocks of 150 feet, 600-foot maximum next logical step.
- Explore height increases for iconic roof features (nonoccupiable space) based on set of design criteria.
- May be limited opportunities to allow additional height in areas outside the Downtown core in exchange for extraordinary amenities. Desire to avoid bulky blocks that turn their back on the pedestrian environment and surrounding neighborhoods.
- Should be a process to look at individual sites in the context of the surrounding district/neighborhood to yield great urban form and amenities.
- The DT-OLB District should be analyzed for potential height and density increases.
- Residential and nonresidential/office towers have different floorplate needs and thus the same density results in different building heights. Residential typically has smaller floorplates to allow for light and air into units and to maximize use of each story. Office typically desires larger floorplates from a construction efficiency and tenant perspective.
- Mixed opinions on equalizing residential and nonresidential height and density provisions in DT-MU district. Some felt residential should continue to be allowed to be taller and of higher density. Some concern about allowing higher office towers in DT-MU district with significantly larger floorplates than residential towers, but also a sense that Downtown residential no longer "needs" a density/height incentive.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Alternatives for Staff to Analyze (to include review against status quo for comparison)

Departure for Extraordinary Amenity(ies) in Core – Evaluate potential height and FAR increases in Downtown Core up to a "super-maximum" to accentuate the "wedding cake" (exact "super-maximum" height and FAR to be determined with supporting rationale).

a. Sub-element: Variation to equalize residential and nonresidential FAR and height taking into account floorplate needs

Departure for Extraordinary Amenity(ies) Downtown-

<u>wide</u> – Evaluate potential height and FAR increases Downtown-wide to achieve greater district identity and respond to different conditions (such as topography).

a. Sub-element: Variation to equalize residential and nonresidential FAR and height taking into account floorplate needs

Common Elements to Analyze:

- Explore increased height and density for the DT-OLB District on the east side of 112th Avenue NE.
- Explore potential revisions to floorplate and tower configurations (e.g. larger bases if architectural treatment is detailed and pedestrian-oriented).
- Explore whether modifications to allowable buildings heights or densities could be related to updates of design guidelines and the amenity incentive system.
- Explore additional opportunities for FAR transfer.

- Potential of added height and FAR to "lift" incentive system
- Access to light and air between buildings
- Public spaces views, shade and shadow impacts
- Effect of added FAR and height on building massing and form at both pedestrian level and at larger scale
- Ability to promote variability in building heights and extraordinary design
- Views within Downtown, from I-405, from surrounding neighborhoods
- Transition in bulk/scale/height with adjoining neighborhoods
- Ability to reinforce district identity
- Effects of any added FAR on transportation system

Vision for DT-OLB District

KEY ISSUE: How should the vision for the DT-OLB District be updated to better fit with the rest of Downtown and respond to its proximity to the NE 6th Street light rail station and the Wilburton area?

The Big Picture ~ Current Policy Direction

The Downtown-Office and Limited Business District (DT-OLB) is the area at the east end of Downtown bounded by 112th Avenue NE and I-405. Current policy and Code make it a unique district in several ways and raise questions as to whether the original Downtown rezone in 1981 fully integrated this area with the rest of the Downtown:

- Maximum building heights are lower than in most other Downtown districts.
- Maximum lot coverage and setback standards are more restrictive than in most other districts.
- The area is not covered by the Building/Sidewalk Design Guidelines, the key tool for ensuring that new development is pedestrian-friendly.

The planned NE 6th light rail station and the maturation of the entire Downtown suggest that this area should be more fully integrated with the rest of the city center. Any changes in zoning parameters should consider factors such as:

- Relationships with uses and buildings on both sides of the 112th Avenue NE corridor.
- Urban form, including views of the skyline and the penetration of views into Downtown from I-405 and Wilburton.
- Ability to serve new development with transportation services.

Vision for DT-OLB District

Summary of Discussion Leading into Workshop

- Renewed vision for DT-OLB District should embrace the close proximity of the area to the Downtown and East Main light rail stations; great opportunities for transitoriented development.
- Opportunity to add more height and density, but still need to think about open space/plazas and amenities.
- DT-OLB District is the "gateway" to Downtown; need to balance redevelopment of the area with views of the Downtown skyline from I-405 and Wilburton.
- Potentially allow slender towers in this area; retain permeability from I-405 (i.e. don't create a wall).
- Probably more appropriate for office and hotel uses; tougher for residential uses.
- May be appropriate to extend DT-MU zoning east to the DT-OLB District.
- 112th Avenue NE is not currently pedestrian friendly and lacks east-west connectivity with the rest of Downtown.
- The east-west connections across I-405 are very important, especially NE 6th Street extension and pedestrian and bicycle connectivity.
- May be appropriate to add a significant open space/park investment with a lid over I-405 from Downtown to Wilburton along roughly a NE 5th alignment.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Alternatives for Staff to Analyze (to include review against status quo for comparison)

Extend Character of Adjacent Districts – Apply DT-MU zoning to the DT-OLB District north of NE 8th and south of NE 4th; extend DT-O-2 zoning between NE 4th and NE 8th to cover DT-OLB and intervening area on the west side of 112th Avenue NE. The DT-O-2 provisions would increase maximum allowable non-residential and residential heights to 350 feet and 6.0 FAR based on current zoning.

Common Elements to Analyze:

- Revise design guidelines and development standards to ensure an active and attractive pedestrian environment along 112th Avenue NE, and in particular in the vicinity of the light rail stations at NE 6th Street and near Main Street.
- Study views, open space and permeability of the DT-OLB District and establish design guidelines so that the views from I-405 are attractive and the area has the character of a gateway to Downtown.
- Evaluate larger floorplates at lower building levels to take advantage of the area topography.
- Explore east-west connectivity issues and potential for significant open space/park investment with lid over I-405 from Downtown to Wilburton.

Evaluation Criteria

- Relationships with uses and buildings on both sides of the 112th Avenue NE corridor.
- Urban form, including views of the skyline and the penetration of views into Downtown from I-405 and Wilburton.
- Ability to serve new development with transportation services.

Major Pedestrian Corridor

KEY ISSUE: How can the Pedestrian Corridor make for a more memorable and vibrant Downtown urban fabric?

The Big Picture ~ Current Policy Direction

The Major Pedestrian Corridor has long been envisioned as perhaps the most prominent urban design feature of Downtown Bellevue. The Downtown Subarea Plan identifies the Corridor as a major unifying feature for the entire city center. Running east-west through the heart of Downtown, the Pedestrian Corridor links the regional mall and the Civic Center District. It is envisioned as a vibrant and people-oriented place, dominated by pedestrians and pedestrian-serving uses. At various locations, the Corridor includes a string of major and minor public open spaces that serve as gateways and focal points for activity. The most prominent of these is the large area at NE 6th and 106th Avenue, in the geographic center of Downtown, half-completed as "Compass Plaza."

Design Guidelines call out three specific design segments along the Corridor, each with its own theme: "Street as Plaza;" "Garden Hillclimb;" and "Transit Central." Construction of the Corridor, consistent with these guidelines, is intended to occur in concert with private development. Theoretically this will create the best "fit" and highest activation of the Corridor, as development provides elements (restaurants, entertainment, shops) at the street wall of adjoining buildings.

In practice, about half of the Pedestrian Corridor remains unfinished three decades into its development. While it is much used and does serve as a unifying feature for Downtown, its activation to date is far short of its envisioned potential. Any changes to the Pedestrian Corridor should consider:

- The users' experience of the Corridor how it enlivens, enriches and delights the pedestrian.
- Users' expectations for comfort and convenience.
- Emerging changes, including the Downtown light rail station siting on the Pedestrian Corridor.
- The balance between incremental improvement which has taken decades, and a more accelerated approach to realizing the vision of the Corridor.

Major Pedestrian Corridor

Summary of Discussion Leading into Workshop

- The Pedestrian Corridor has not yet realized its full potential, in part, because it is not complete and the uses and activities intended in the design guidelines are not implemented consistently.
- Differences of opinions on whether or not changes are needed regarding the design of the Corridor or if interventions are necessary to develop some of the missing pieces.
- Any Code impediments or other restrictions that are making it difficult to have outdoor dining, activated storefronts, green elements, or an art walk, should be removed.
- Allow developers to earn credits for improvements or enhancements for portions of the Corridor not directly adjacent to their property, or allow for public-private partnerships to accomplish improvements in the near-term.
- The Pedestrian Corridor should be thought of as a linear town square with "rooms" or segments along the way that foster different activities.
- More green elements, programmable spaces, opportunities for experimentation, better weather protection, and signage/wayfinding should be added to the Corridor to make it a place for all seasons and for people of all ages.
- The Pedestrian Corridor should be better managed, possibly by the City Parks
 Department, the combined efforts of the adjacent property owners, or another entity.
- The name "Pedestrian Corridor" is not very intriguing; consider renaming and/or rebranding.
- Interest from a few Committee members in exploring the segment of NE 6th Street (Pedestrian Corridor) between 106th Avenue NE and 105th Avenue NE to see if auto lanes are necessary to retain.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Strategies for Staff to Analyze

Land Use Code Measures – Proposed refinements:

- Extend the corridor to the east to be more integrated with the Civic Center District and the light rail station
- Require weather protection along the Corridor
- Explore maximum distance between building entries, visual access, and other ways to activate building frontages
- Add additional landscaping/green elements
- Remove Code barriers, if any, to achieving features that activate the Corridor (e.g. restaurants, outdoor seating, etc.)
- Evaluate amenity incentives for off-site developers to contribute to Pedestrian Corridor improvements
- Evaluate the integration of bicycles and other wheeled users to coexist with pedestrians ("hand-off" from Downtown Transportation Plan)

<u>Other City Measures</u> – Committee may ultimately conclude that additional measures and public investments are needed (beyond Code changes) to help realize the Corridor's potential. Proposed ideas to further analyze:

- Public investment in key sections of the Corridor, such as the Garden Hillclimb area, the extension segment between 110th and 112th Avenues, and the bottleneck west of 108th Ave.
- Improve Pedestrian Corridor with wayfinding, overall weather protection, lighting, upgraded pedestrian crosswalks and other features to make the Corridor more inviting.
- Development of a partnership between the City and Corridor properties to support a richer array of regular programmed events and activities along the Corridor.
- Explore creative funding to help construct a City-sponsored "grand" design for the Corridor.
- Explore changing the name/re-branding the Corridor.

- Effectiveness in enhancing the Pedestrian Corridor's character and memorability through:
 - Creation of an interesting and varied pedestrian travel sequence
 - Human scale
 - Attractiveness
 - Comfort, safety, and amenities
 - Adjacent building design and interface
 - Activities and programming
- Responsiveness to emerging changes, including the NE 6th Street light rail station
- Interim, incremental improvement versus permanent conditions

Public Open Spaces

KEY ISSUE: How can public open spaces make for a more memorable and vibrant Downtown urban fabric?

The Big Picture ~ Current Policy Direction

The Downtown Subarea Plan recognizes open space as a key component of a livable place, and promotes its provision through the combined efforts of the City and private developers. The Plan encourages creation of both active and passive open spaces throughout Downtown, and calls for a system of pedestrian connections that effectively link these spaces.

Publicly-provided open space includes the flagship Downtown Park, Ashwood Park, future neighborhood parks, City Hall and King County Library plazas, and connections to the new Meydenbauer Park on Lake Washington.

Public open spaces provided by private development include plazas and "mini-parks" open to the general public. The Land Use Code Audit identifies 30 publicly accessible plazas and other public open space constructed by private development over the past three decades. These publicly accessible open spaces are key features eligible for bonus FAR and building height through the Amenity Incentive System.

The Land Use Code Audit assessed these publicly accessible plazas from the perspective of four key themes: 1) access, linkages, and information; 2) comfort and image; 3) uses and activities; and 4) sociability. While the majority of plazas scored well on the first two themes, most scored poorly in terms of uses and activities, and sociability. Many plazas were not busy at times other than the lunch hour, with little to draw people to the space throughout the day. Most plazas do not seem to attract a cross-section of Downtown demographics, and in most cases, observations are that users do not seem to be fully utilizing, enjoying and socializing in the space. Most plazas were rated mediocre, with a few rated as poor, and two "great" spaces: Compass Plaza and Library Plaza.

Any changes to provisions for Public Open Space should include factors such as the following:

- Meeting open space needs across all of Downtown, and the full suite of users including children and older citizens.
- Designing spaces that work well in terms of uses, activities and sociability.
- Using public open spaces to help promote neighborhood character and identity.

Public Open Spaces

Summary of Discussion Leading into Workshop

- Open space is highly valued by the community and a key component of Downtown livability. While there are a number of outstanding parks and plazas, more will be needed as Downtown continues to evolve.
- Amount of open space needed for each district should be based on the projected density.
- Downtown is becoming more attractive to younger residents and families with children. The parks and open space system should provide family-appropriate amenities.
- Focus on collection of smaller parks in the Downtown areas currently lacking rather than aggregating property to create another large park.
- A significant open space/park investment could occur with a lid over I-405 from Downtown to Wilburton along roughly a NE 5th alignment.
- Combining outdoor and indoor spaces can give people the sense they are outdoors when actually they are indoors and protected from the weather.
- Open space should be inviting to a wide range of ages and abilities, with programmable areas, green elements, benches, moveable seating, shade, weather protection, etc.
- Public open space, including publicly-accessible upper level plazas, need to be designed, accessed, and signed in a way that feels like part of the public realm.
- Implement comprehensive wayfinding system for public open spaces. Require as part of development.
- Having open space suitable for dogs is, and will continue to grow, as a need for Downtown residents.
- A community/recreation center would benefit Downtown Bellevue; could be part of a park facility or within the base of a high-rise.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Strategies for Staff to Analyze

Open Space Expression – Draw from the Downtown Design Charrette and Streetscape Design Guidelines to identify and incentivize different open space expressions for each neighborhood, to help address each neighborhood's needs and enhance neighborhood character.

I-405 Open Space/Connection – Explore potential for significant open space/park investment with a lid over I-405 from Downtown to Wilburton along roughly a NE 5th alignment.

<u>Mid-Block Connections</u> – Strengthen requirements and guidelines for integrating mid-block connections:

- Both north-south and east-west mid-block connections are essential
- Show proposed new connections in general locations on map, but allow flexibility with implementation
- Integrate alley and shared vehicle/pedestrian connections

<u>Update Design Guidelines</u> – Update guidelines for midblock connections and publicly accessible open spaces, including provisions for solar access, seating, safedesign principles, and active edges along perimeter of open space.

<u>Active Spaces</u> – Add incentives and design guidelines for active spaces (e.g. sports courts, community gardens, play structures, etc.)

Funding Mechanism – Explore method for helping to fund Downtown open space acquisition and improvement.

- Effectiveness of strategies in promoting higher quality, more usable open spaces that respond to their neighborhood context through:
 - Promoting distinct neighborhood identities
 - Creating a variety of activities, including opportunities for active recreation
 - Enhancing users' comfort, safety, and amenities
 - Improving pedestrian access and linkages
 - Providing opportunities for people to gather and socialize

Amenity Incentive System

KEY ISSUE: How should the incentive system be updated to meet evolving market conditions and integrate newer thinking about desired Downtown amenities?

The Big Picture ~ Current Policy Direction

A key tool for achieving the Downtown vision has been the Amenity Incentive System, which provides for buildings to earn "bonus" intensity (FAR) and height in return for providing public amenities. The Downtown Subarea Plan, adopted in 2004, promotes this bonus system as a way to accomplish the public objectives set forth in the Plan. It directly calls out incentives for certain features, such as residential uses, development of themed streets, and reinforcing the unique characteristics of Downtown districts.

The current list of amenities eligible for bonus FAR and height is quite extensive, including 23 amenities, each with specific design criteria and a bonus rate used to calculate the amount of added floor area earned. When first adopted in the early 1980s, the bonus rates were based on the developer's cost to deliver a given amenity, converted to the value of extra development rights (FAR) received. These rates have not been re-calibrated for many years.

Several incentives are worthy of special note:

- Development of the Major Pedestrian Corridor and its related Major Public Open Spaces receives a "super-bonus" of height in the Core Design District above what can be earned for any other amenity.
- First and second levels of retail are highly incentivized by being "free" FAR; i.e. they are not counted against the FAR maximums and can allow a building to include significantly more floor area than the stated Code maximums.
- "Basic Floor Area Requirements" ensure that all developments meet a minimum threshold of amenities, typically at the ground level and oriented to a public right of way. Qualifying basic amenities are a subset of the larger whole, and include pedestrianoriented frontage, weather protection (arcades, marquees and awnings), some open space features, and others.
- Pedestrian-oriented frontage is required in many cases, and is also eligible for incentive.

Any changes to the Amenity Incentive System should consider factors such as:

- The amenities most important to achieving Livability and desired future for Downtown.
- What needs to be incentivized vs. what development will do without incentives.
- The economics of development, to ensure that the modified incentive system is feasible and acts as a real incentive.

Amenity Incentive System

Summary of Discussion Leading into Workshop

- Amenity list should focus on the factors that would ultimately make Downtown more livable; should be tangible and give back to the community.
- Strong interest in how the incentive system and design guidelines can be used to help reinforce Downtown neighborhood identity (i.e. a district-by-district approach).
- Desire the ability to potentially modify some of the existing amenity definitions and more clearly direct where they happen within Downtown.
- All amenities on the existing list of 23 should be studied during the analysis phase, along with new ideas.
- Certain elements could potentially shift to be requirements (such as weather protection) rather than be a bonused amenity.
- The structure of the bonus rates should clearly reflect the most-desired amenities.
- A "superbonus" might apply to extraordinary or iconic design features; special design review would be needed.
- The incentive system should be efficient, predictable, not overly complex, and encourage creative design.
- Incentive system should be economically viable; should act as a real incentive and not deter development. Changes to the current incentive system may necessitate an increase in base density/height.
- The system should be updated more frequently and have the ability to address Downtown needs as they change; there may be creative, new concepts that arise which make sense to bonus in some way.
- Fee-in-lieu collection through an amenity system should relate to the area where the project occurs.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Alternatives for Staff to Analyze (to include review against status quo for comparison)

Shorter, More Focused Amenity List – Adjust Amenity List to include only a handful of highest priority items (examples: pedestrian-oriented frontage, open space to be expressed differently in each neighborhood, affordable housing).

Common Elements to Analyze:

- Identify which current amenities, such as weather protection, may be shifted to be a development requirement; and adjust base height and density accordingly.
- Recalibrate FAR values to reflect updated economics and public priorities:
 - Develop cost estimates for potential amenities.
 - At a future step, prioritize/value amenities with consideration of cost to produce, bonus received, and district needs.
 - Convert to FAR earned per unit of amenity.
- Provide mechanism for fee-in-lieu payments.
- Specify that the Code provisions relating to the amenity system will be updated on a set interval (may be similar in the future to other sections of the Downtown Land Use Code that need routine updating).

- Added "lift" to incentive system through additional height (and FAR)
- Development economics economic calibration to ensure amenity system is real incentive
- Public benefit yielded by amenity system
- Ability to prioritize and achieve amenities most important to livability
- Elements that should be required outright versus incentivized
- Complexity and usability of the system

Amenity Incentive System

Potential amenities to analyze to include in shorter, more focused list

Public Gathering Space/Placemaking

Major Pedestrian Corridor	Existing List
Pedestrian Oriented Frontage	Existing List
Signature Streets	New Idea
Third Places, gathering places	New Idea
Farmers Market Space	New Idea

Parks/Green/Open Space

Outdoor Plaza	Existing List
Landscape Feature	Existing List
Landscape Area	Existing List
Donation of Park Property	Existing List
Residential Entry Courtyard	Existing List
Active Recreation Area	Existing List
Enclosed Plaza	Existing List
Upper Level Plaza	New Idea
Green Space/Open Space	New Idea
Pocket Parks & Urban Courtyards	New Idea
Green Streets Concepts	New Idea
Landmark Tree Preservation	New Idea
Significant Tree Planting	New Idea
Activated Rooftops	New Idea

Connectivity

Connectivity through Plazas and Blocks;	
Connections to Neighborhoods	New Idea
Midblock Crossings	New Idea
Pedestrian Bridges	New Idea

Weather Protection

Marquee	Existing List
Awning	Existing List
Arcade	Existing List
Freestanding Canopies at Corners	New Idea

Parking

Underground Parking	Existing List
Above Grade Parking	Existing List
Above Grade Parking in Residential Bldg	Existing List
Electric Car Charging	New Idea
Bike Parking and Other Facilities	New Idea

Housing

Residential Uses	Existing List
Affordable Housing	New Idea

Neighborhood-Serving Uses

Public Meeting Rooms	Existing List
Child Care Services	Existing List
Retail Food	Existing List
Space for Non-profit Social Services	<u>E</u> xisting List
Partnership for Downtown School	New Idea

Arts and Culture

Performing Arts Space	Existing List
Sculpture	Existing List
Water Feature	Existing List
Art Space	New Idea
Historic Preservation and	
Cultural Resources	New Idea

<u>Design</u>

Iconic Features (i.e. rooftop, tower, etc.)	New Idea
Increased Setbacks for Light/Air	New Idea
Small Lot Interesting Architecture	New Idea
Sustainable Features/Practices	New Idea

Design Guidelines

KEY ISSUE: How should Design Guidelines be refined to improve the livability and character of Downtown?

The Big Picture ~ Current Policy Direction

The Downtown Subarea Plan and the Urban Design Element include extensive direction on the design qualities expected of new development. This policy direction is implemented through the design guidelines established in the Land Use Code and the administrative design review process. In particular, new development is to be aesthetically attractive and pedestrian-friendly, and is to minimize or mitigate its impacts on the public realm. This helps ensure that new development will contribute to the urban environment and create an increasingly vibrant city center.

An important distinction of design guidelines is that in many instances, their implementation is open to some degree of flexibility (i.e., in contrast to a rigid numerical standard, the design guidelines may be applied differently by individual developments).

The Code includes design guidelines that apply to the entire Downtown, as well as districtspecific guidelines that reinforce the character of the various Downtown neighborhoods.

Updated design guidelines can incorporate newer urban design ideas that have emerged about the future of Downtown, further reinforce the pedestrian vitality of the area, and promote the unique character of neighborhoods within Downtown. Unlike some other topics for Downtown Code amendments, updating the design guidelines does not lend itself to discrete alternatives, but rather to a spectrum of direction as to what elements to incorporate in the update.

Design Guidelines

Summary of Discussion Leading into Workshop

- Design Guidelines should be used to help reinforce neighborhood character and identity within
 Downtown. Each of the districts in the Downtown has a different personality and serves a different purpose. Going forward it will be important to preserve the differences among the districts.
- Refinement and calibration of the Amenity Incentive System should be used to help reinforce neighborhood identity and character.
- Old Bellevue is a good example of where design guidelines and specific standards have helped reinforce a unique character. There are areas that do not as yet have strong identifiable characters and some guideline modifications would be appropriate.
- Some newer buildings have interesting rooftop designs, but there is still room for improvement relating to incorporation of gathering spaces, green elements and screening of mechanical equipment.
- The pedestrian environment and street right-of-way should incorporate ideas from the Great Streets document, Downtown Design Charrette, and recommendations from the Transportation Commission. Important elements include where to focus retail activity, open space and green elements, connectivity through superblocks, weather protection, and accommodations for mobility impaired users.
- Explore potential process modifications that allow developers some flexibility through design departures to encourage creativity and unique architecture. Might include more public meetings where input from the public can be considered.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Strategies for Staff to Analyze

Revise Street Classifications in Building/Sidewalk Design Relationship Guidelines to create stronger focus for most concentrated pedestrian activity – Reinforce highest pedestrian and retail activity along Pedestrian Corridor, Main Street in Old Bellevue, Bellevue Way and other northsouth streets in the Core. Implement the Great Streets document, Downtown Design Charrette, and recommendations from the Transportation Commission for the Transportation Plan Update.

<u>Update Design Guidelines</u> – Review and update design guidelines with emphasis on the following:

- Increased focus on the public realm and pedestrian experience.
- Establish neighborhood-specific design guidelines to reinforce character and identity.
- Emphasize the importance of site design and dynamic urban architecture.
- Adding intent statements, clear minimum standards, and design options.
- Use of photos, sketches, and other graphic means to communicate guidelines.
- Encourage creativity and eclecticism.
- Develop guidelines and criteria that can be applied to potential design departures.
- Specify that the design guidelines will be assessed and refined on a set interval.

- Extent to which updated design guidelines succeed in:
 - Increasing focus on the public realm and pedestrian experience
 - Reinforcing neighborhood character and identity
 - Emphasizing site design and dynamic urban architecture
 - Encouraging creativity
 - Incorporating newer ideas (e.g. Great Streets, design charrette)
 - Allowing flexibility (e.g. design departures based on established criteria)
 - Being user friendly, visual and clear

Downtown Parking

KEY ISSUE: Should Downtown parking standards be modified to meet the evolving needs of the city center?

The Big Picture ~ Current Policy Direction

Parking is a deceptively complex factor that affects Downtown character in many ways. Not an end to itself, parking should rather be an element that supports and advances the larger Downtown vision. Wrapped up in parking strategy are questions such as: How pedestrian-friendly should Downtown be? How do we want to use scarce urban land? How do we avoid spillover impacts, while not burdening development with unnecessary costs?

The Downtown Subarea Plan calls for establishing parking requirements specific to different uses. Requirements are set for minimum required and maximum allowed stalls; these vary by use and by district. The Code provides for some reduction (up to 20%) in required stalls where parking can be shared by mixed use development, but otherwise provides no room for departure from the required parking minimums. Current direction for major uses may be summarized as follows:

<u>Residential uses</u> require 0 minimum/2 maximum stalls per unit in the 0-1 and 0-2 districts (Downtown Core); 1 minimum/2 maximum in the rest of Downtown. With more people living closer to work, increasing walkability, and better carpool/transit options, the question has been raised as to whether the 1 stall minimum requirement may be loading unnecessary costs on residential development, further exacerbating the housing affordability issue.

<u>Retail uses</u> require 3.3 minimum/5 maximum stalls per thousand square feet of development in the 0-1 and 0-2 districts (Core); 4 minimum/5 maximum in the rest of Downtown. The Director may approve additional parking where demonstrated necessary to meet demand.

<u>Restaurant uses</u> require 0 minimum/15 maximum stalls per thousand square feet of development in the 0-1 and 0-2 districts (Core); 10 minimum/20 maximum in the rest of Downtown. An exception is made for small restaurant uses (up to 1,500 square feet) in existing buildings located in Old Bellevue, where the minimum parking ratio is 0. The intent of this exception is to promote re-tenanting and restaurants in this district with its strong pedestrian focus and (modest) existing shared parking supply.

<u>Office/commuter uses</u> require 2 minimum/2.7 maximum stalls per thousand square feet of development in the 0-1 and 0-2 districts (Core); 2.5 minimum/3 maximum in the rest of Downtown. Existing Subarea policy recognizes the relationship between commuter parking and travel behavior, and calls for revising parking and transportation management requirements as needed to achieve Comprehensive Plan mode split targets. The concern is that achieving the mode split targets is critical to supporting multiple travel alternatives and avoiding gridlock in a maturing Downtown.

Downtown Parking

Summary of Discussion Leading into Workshop

- Parking is complicated issue that influences development costs, ability to attract tenants, user convenience and access, and travel behavior.
- As Downtown continues to grow, it will create a dense urban environment with different parking needs. Key is how to anticipate these changes while not adversely impacting the development and vitality the community is hoping to see.
- Downtown Bellevue does not have nearly the amount of onstreet parking, shared parking garages, or level of transit service as Downtown Seattle or Portland to alleviate some of the parking need within individual buildings. This makes it difficult to just compare code ratios from other cities to Downtown Bellevue.
- Concern about dramatic shifts in parking ratios that depend on better bus service, and on light rail transit well before it will be in place.
- There should be an analysis of reducing minimum parking requirements for residential projects. The market has been shifting in past years in both Seattle and Bellevue. A benefit would be that the overall cost of housing could be reduced by including less parking. Some concern if residential parking requirements are reduced too much, residents and guests might park on the street displacing retail and restaurant traffic, or park in surrounding single family neighborhoods.
- Issue regarding lack of guest parking in residential projects is best addressed from a management stand-point based on the unique needs of each building, and not by a minimum required ratio for guest stalls.
- Some discussion of the underlying need for maximum parking ratios, and how the high cost of constructing parking in some ways reduces the need to ratchet down maximum parking ratios.
- The use of Downtown office space has become more dense (more workers per 1,000 square feet of leasable area), which has led to increased need for parking spaces.
- Some interest in exploring reductions to minimum required ratios for office parking, and that in the future, the City should explore how to incrementally reduce maximum parking ratios for office.
- Interest in exploring if small retail uses should be allowed to have no or very little required parking.
- Old Bellevue has a unique set of parking issues. More should be done to understand the dynamics of the area and how the current regulations are playing out.
- Interest in a public parking garage near Old Bellevue for shortterm parking. Also, interest in exploring public parking garage on the east side of I-405 with shuttles bringing people into Downtown. Public garages are common in most other major cities.
- Concern that providing a large supply of free, or heavily subsidized parking, in the future may contribute to environmental impacts, traffic congestion, and need to spend more on roadway solutions.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Alternatives for Staff to Analyze (to include review against status guo for comparison)

Reduction to Minimum Required Parking – Explore reductions to minimum parking ratios in the following instances to allow:

- Residential development down to 0.5 stalls/unit (minimum currently zero stalls/unit in Core and 1.0/unit in rest of Downtown).
- The first 1,500 net square feet of existing or new restaurant space outside the Core be treated as retail (and with it a lower minimum parking requirement by district), with exception for Old Bellevue where parking issues would be explored to better understand dynamics of the area and how the current regulations are playing out.
- Office development down to 1.5 stalls/1,000 net square feet in Core (minimum currently 2.0/1,000) and down to 2.0 stalls/1,000 net square feet in rest of Downtown (minimum currently 2.5/1,000). Note: This does not affect maximum office parking ratios.

Departure from Minimum Requirements via Parking Study – Allow departure from minimum (required) parking standards, potentially for all uses, through parking study.

Common Elements to Analyze:

- Develop scope and timeline for comprehensive parking study to include inter-related components such as on-street parking, public parking supply and potential for public garages, and opportunities for coordinated management of existing parking supply.
- Revisit parking Code provisions to respond to changing needs of Downtown and as East Link light rail nears completion. Would include follow-up on office parking standards as referenced in the Downtown Transportation Plan Update.
- Explore potential updates relating to "accessible" parking (number of stalls, location, etc.).

- Impacts on adjacent land uses, including any spillover impacts
- Market demands of various uses, allows for appropriate flexibility
- Special parking needs of unique neighborhood conditions (e.g. Old Bellevue)
- Relationship to multimodal vision for Downtown

Downtown Food Trucks

KEY ISSUE: What criteria are appropriate to manage the effects of vendor carts on street vitality, neighborhood livability and economic impacts?

The Big Picture ~ Current Policy Direction

The Downtown Subarea Plan does not directly address the issue of food trucks, which have come on the scene in cities across the nation in recent years. Frequently offering ethnic or other specialty cuisines, some commenters see food trucks as a desirable addition to the Downtown experience and vibrancy; others see them as an unfair competitor with traditional "bricks and mortar" restaurants.

Bellevue's current approach is to address stationary food trucks (those located at a fixed location for an extended period of time) under provisions for "Vendor Carts." Vendor cart criteria include factors such as avoiding pedestrian or traffic congestion, and ensuring compatibility with the character and quality of development in the immediate vicinity. Transitory food trucks (those present for only a few hours per day on one or two days per week) have not been required to obtain a Vendor Cart permit.

Many cities across the country have adopted specific food truck ordinances, including Seattle, Portland, and Vancouver BC here in the Pacific Northwest. Ordinances tend to address impacts such as visual clutter (signage), garbage disposal, and avoiding impedance of City right-of-way. They may also address locational considerations to avoid unduly impacting existing "brick and mortar" restaurants.

Downtown Food Trucks

Summary of Discussion Leading into Workshop

- There appears to be a growing demand for food trucks. They can add vibrancy to Downtown environments.
- Current code is antiquated and needs updating.
- There is some competition between food trucks and "brick and mortar" restaurants.
- Some of the issues that need to be addressed with food carts: restrooms, sanitation, garbage clean-up, water access, etc.
- There should be guidelines on where vendor carts can be located, possibly restricted to private property, vacant sites; not public right-of-way.
- Food carts should not become permanent; they should move around (treat vs. an everyday occurrence), but also provide notice of where they will be located on given days.
- Some feel that food carts should only be available for special events and fairs. There are plenty of restaurants to choose from.

COMMITTEE DIRECTION FROM JAN. 15, 2014 WORKSHOP

Proposed Alternatives for Staff to Analyze (to include review against status quo for comparison)

Continue to allow food trucks throughout Downtown – Continue to allow with property owner's consent. In addition, revise Code to develop specific requirements that address issues such as: notification requirements; requirements to keep clear pedestrian paths; signage; trash disposal; health department requirements.



Public Scoping	Winter 2013
Advisory Committee Orientation and Kick-Off; First Round of Focus Groups	Spring 2013
Committee and Public Review of Land Use Audits; Second Round of Focus Groups	Summer/Fall 2013
Identification of Range of Alternatives/Strategies to Further Analyze and Evaluate	Winter 2014
Analysis of Alternatives/Strategies; Results Reviewed by Public and Committee	Spring/Summer 2014
Identification of Committee's Recommendations	Summer/Fall 2014
Schedule as of February 18, 2014	