



Wilburton Commercial Area Existing Conditions Report

Wilburton-Grand Connection Land Use and Transportation Project

Department of Planning and Community Development

City of Bellevue

Spring 2016

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Purpose and Process

Why are we evaluating Wilburton now?

Impetus for change in the Wilburton Commercial area has been generated by tremendous growth and infrastructure improvements. Downtown and BelRed continue to grow as significant employment and residential centers of the City, and Wilburton's context between the two growth centers positions the area as Bellevue's next emerging neighborhood. Road expansions, the forthcoming East Link light rail, and Eastside Rail Corridor will converge within this area creating opportunities for profound transformation and potential for the neighborhood and City. Additionally, the impending Wilburton East Link light rail station creates a need for station area planning within the Wilburton Commercial Area.

As part of City Council priority directives, this report was prepared to assess Wilburton's position amongst the high growth centers of Downtown and BelRed, along with its existing conditions and infrastructure. The transportation projects currently under development represent opportunities to further connect Wilburton with Downtown, Bel-Red, and other communities in the immediate area. The Wilburton light rail station represents an important node in the East Link system while enhancing multi-modal connectivity for this area.

In Council's 20-year vision for Bellevue, the Wilburton Commercial Area is envisioned as a "center for business and entertainment." They further directed staff to establish the vision for the Grand Connection from Meydenbauer Bay Park to the Wilburton Special Opportunity District in their two-year priorities. Council recognizes the potential of this area and has an interest in establishing a clear vision to help guide future development.

This project will serve to identify opportunities to strengthen opportunities in Wilburton to take advantage of its connectivity with surrounding mixed-use centers and the proposed transportation improvements. The expansion of light rail into the area creates a tremendous opportunity to better integrate land use patterns and transportation infrastructure. Additionally, economic

From the sparkling waters of Meydenbauer Bay Park you can walk or bike east, through downtown, across the I-405 Park to the Wilburton West center for business and entertainment.

Along the way you enjoy nature, culture, street entertainment, a world fusion of food, and people from all over the planet.

**- Bellevue City Council's
Strategic Target Area: Great
Places Where You Want to Be**

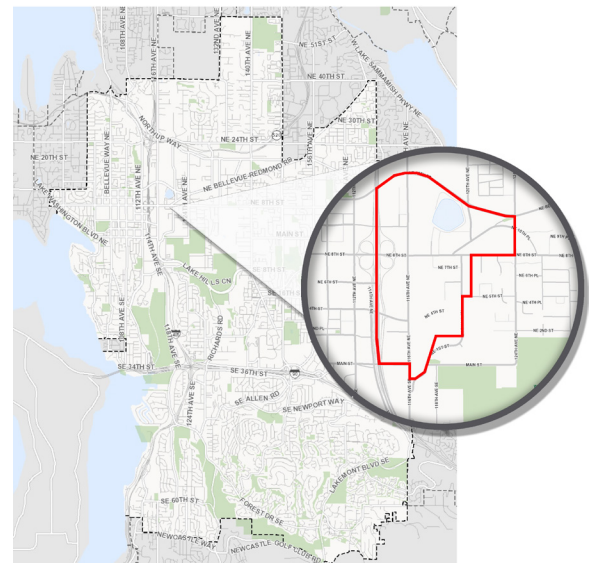


Figure 1.1 - City Context

Study Area

Primary Study Area

The primary study area, shown in Figure 2.6 is bound by several major arterials. Interstate 405 forms the western boundary with NE 12th Street defining the northern boundary. Moving south along 124th Avenue NE the boundary turns west along NE 8th Street before moving south just prior to 120th Avenue NE. The boundary captures a series of commercial properties east of 120th Avenue NE prior to turning west and then south on 120th Avenue NE. The boundary turns west again between two properties north of NE 1st Street prior to following the Eastside Rail Corridor just south of Main Street. The boundary then turns northward again before turning west and terminating at I-405 along Main Street. Figure 2.6 offers an illustration of the study area boundary and its relationship to the Grand Connection.

Areas of Influence

West - Downtown

The study area is connected to Downtown via NE 4th, NE 8th, NE 10th, and NE 12th Streets. A future extension of NE 6th Street from Downtown to the Wilburton Commercial Area for I-405 HOV connectivity is also proposed. This would provide a direct connection to the Convention/Civic District; the location of City Hall, Meydenbauer Convention Center and the Bellevue Transit Center. North of the City Hall site will be the Downtown East Link light rail station, with portions of the study area lying within the Downtown Station walk shed. Other uses in this area include office, hospitality, multi-family residential, and retail.

South of this area will be the East Main East Link light rail station. This station and the surrounding properties are currently in the City's station area planning process to assess opportunities to enhance development potential with the forthcoming light rail station. Predominate uses include smaller scale office, retail, hotels, and multi-family residential. Smaller scale office uses continue north to south along I-405.



Figure 2.1 - View of Downtown from Wilburton

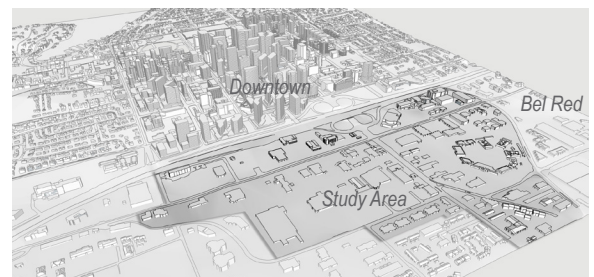


Figure 2.2 - Axon Contextual View

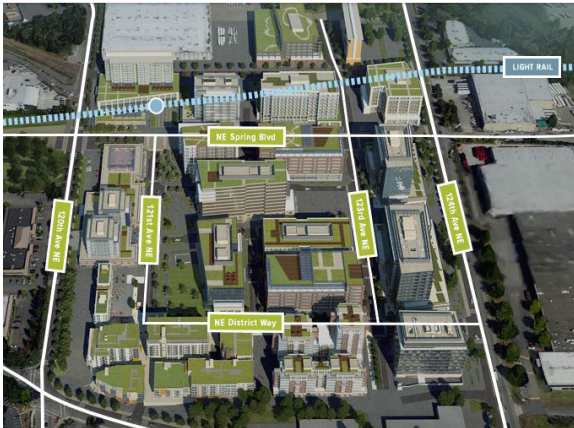


Figure 2.3 - Spring District Master Plan

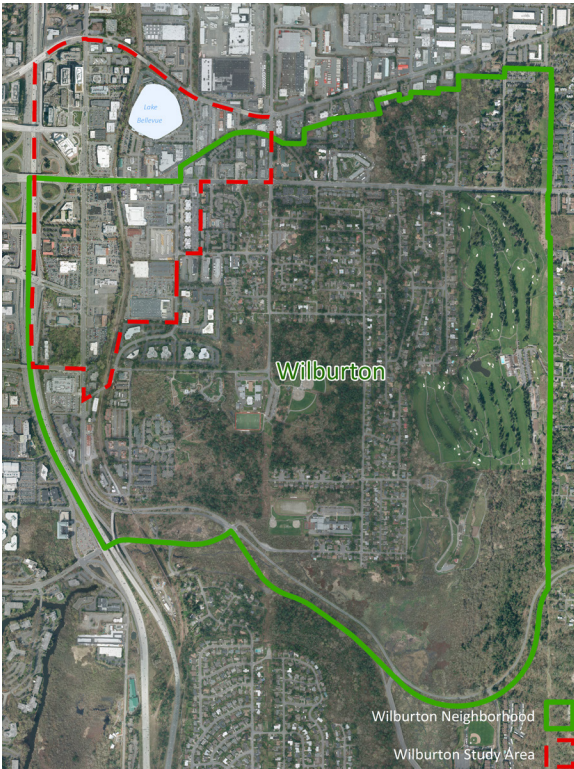


Figure 2.4 - Wilburton Neighborhood Area



Figure 2.5 - Wilburton Hill Community Park

North - Bel Red

North of NE 12th Street is an emerging urban node at the 120th/Spring District light rail station. As a growing employment and urban center of Bellevue, the area shares the commonality of transportation improvements having served as a catalyst to redefine its land use composition. As a result the area was part of a re-visioning and planning process from 2006 to 2009 to capitalize on the proposed light rail improvements. This initiative allowed the City to get out in front of light rail and assist in the location of the station as well as planning in advance of improved access to mass transit. Part of this re-visioning included the now emerging Spring District, located directly north of the study area across NE 12th Street. The mast plan for the Spring District calls for over 1,000 apartments, office, and retail uses in addition to new green space. The Spring District will also be home to the Global Innovation Exchange (GIX), a partnership between the University of Washington, Tsinghua University, and Microsoft. The GIX represents a unique global partnership for Bellevue and this region.

East - Wilburton

Immediately east of the study area is limited multi-family residential, followed by the predominate use of single family residential, comprising much of the Wilburton subarea. Southeast of the study area at Main Street and 124th Avenue NE will be the site of the future Wilburton Elementary school, part of the Bellevue School District. The school is intended to serve students from Downtown, Wilburton, and portions of Bel Red, and is currently in the Design Review process.

South - Wilburton

South of the study area are predominately low rise office uses and light industrial. The Wilburton Hill Community Park and Bellevue Botanical Garden as well as smaller open spaces provide green and recreation space. There is also a small amount of multi-family residential south of the study area and west of the park. The Eastside

Rail Corridor, which bisects the study area continues southward towards New Castle, Renton, and Kent west of the park.

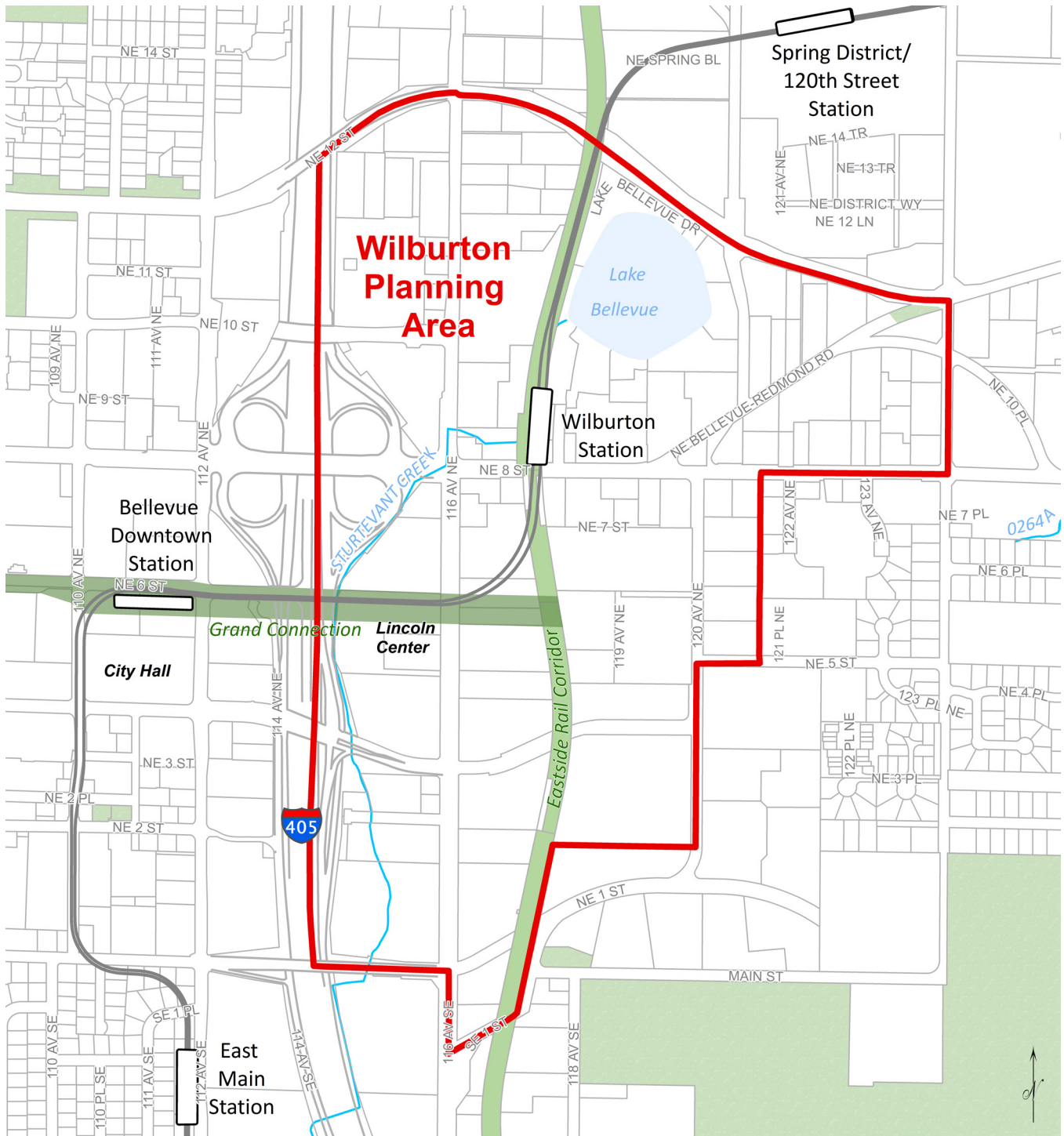


Figure 2.6 - Study Area Map

Existing Land Use

What is on the ground today?

The study area is just over 185 acres in size excluding public right of way, but including parcels that comprise the Eastside Rail Corridor. The area encompasses 126 parcels holding 168 buildings with over 2.9 million square feet of commercial space and 198 residential units. Within this framework over 320 businesses exist generating nearly 7,800 jobs, and about 350 people call the study area home. Specific uses dominate particular segments of the study area. Uses such as two hospitals, medical office, auto retail sales, and large scale retail cluster in different places creating distinct districts within the study area.

Retail Auto Sales

Retail auto sales are the predominate use along the eastern edge of 116th Avenue NE, with two other dealerships located on the western edge near NE 4th Street. These dealerships include Cadillac, Chrysler, Jeep, Dodge, Volvo, Chevrolet, Ford, Bellevue Auto House, Definitive Motors, and Exotic Motors. Retail auto sales also extend along NE 8th Street to where NE Bellevue-Redmond Road converges with NE 8th Street. These dealerships include Porsche, Infiniti, and Mercedes Benz. Also, just outside of the study area to the south is a Lexus dealership at Main Street and 116th Avenue NE.

In total, retail auto sales occupy 33 acres, equaling 18 percent of the study area. However, nearly 80 percent of this area is in surface parking for outdoor automobile display storage, resulting in only 291,000 square feet of commercial building space. In 2014, nearly 600 jobs were provided by these auto dealerships, representing less than eight percent of jobs in the study area, and equating to a job density of about 28 jobs per parcel acre, compared to 57 jobs per parcel acre for the study area as a whole and to 127 jobs per parcel acre for Downtown.

Due to the high price of automobiles, retail auto sales make up one of the largest tax revenue generators for

Land Use Quick Facts (2015):	
Acreage:	185
Number of Parcels:	126
Commercial Building sq.ft.:	2.92 M
Business estimate:	320
Job estimate:	3,800
Housing units:	198
Population estimate:	350

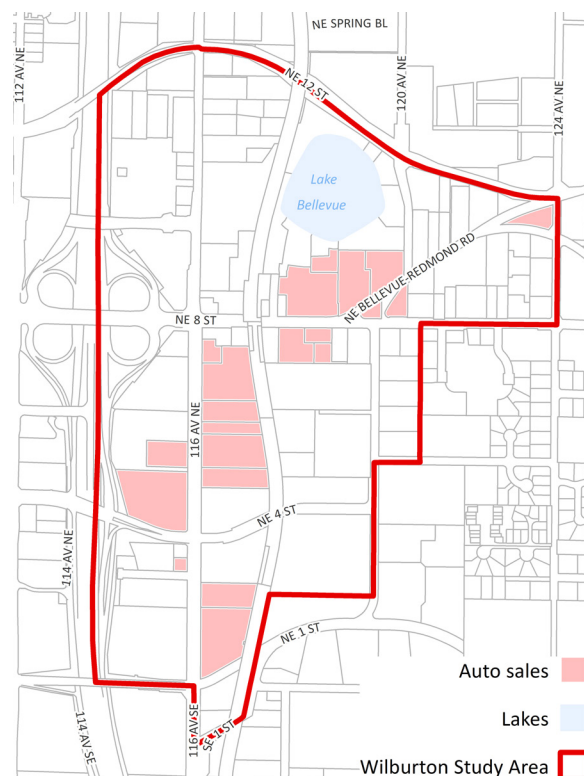


Figure 3.1 - Retail Auto Sales



Figure 3.2 - Chevrolet Dealership



Figure 3.3- Chick-Fil-A

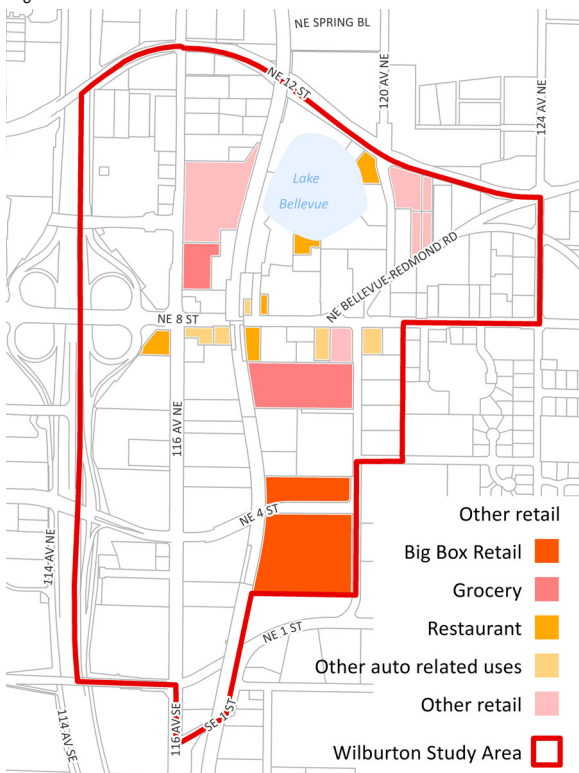


Figure 3.4 - Other Retail Uses

the City. In 2014, taxable auto sales comprised over 15 percent of taxable retail sales within the city.

Opportunities exist for dealerships to position themselves in ways that are more amenable to an urban environment. Many urban auto dealerships have begun to move towards off site storage for their inventory or utilizing structured parking, creating the potential for increased tax revenue per square foot of land. This trend could become more prevalent with increases in property values and opportunities for more efficient land use patterns. Although visibility is key, much of the value of these businesses lies in their inventory, not in their buildings or land, making relocation more feasible. In the Wilburton Commercial Area, a mix of auto storage can be found. Many of the older dealerships employ typical surface parking lots, while dealerships such as Infiniti have begun to move to a more compact use of land with structure parking.

Other Automobile Related Uses

In addition to the concentration of auto dealerships, several auto oriented businesses are dispersed throughout the study area, many relating to auto parts and services. Anchoring auto row at NE 8th and 116th Avenue NE is an Avis Car Rental facility. Three gas stations - Arco AM/PM, Chevron and Shell are located along NE 8th Street as well as a Tiki Car Wash and Rack N Road store. On the north side of NE 8th Street is Sunset Glass. East of Lake Bellevue other automobile related services such as auto collision and repair services can be found.

Non-Auto Retail and Service Uses

South of NE 8th Street and east of the Eastside Rail Corridor is a concentration of non-auto retail and service uses. A Bartell Drugs store anchors NE 8th Street and 120th Avenue NE. The parcel directly south consists of multiple retail establishments including Starbucks Coffee, Moghul Palace, Alatte Fun Cafe, Taco Del Mar, Big Apple Bagels, Salon Matarazzo, Andy Nail Spa and 30/10 Weight Loss for Life. Further west on the same

parcel is Uwajimaya Asian grocery store, Total Wine and More, and Ellenos Real Greek Yogurt. A two story mixed office and retail building east of the Shell fueling station, contains various retail and restaurant business.

Anchoring the intersection of NE 4th Street and 120th Avenue NE are Best Buy and Home Depot totaling nearly 12 acres and just over 150K commercial square feet combined. They represent the two existing big box stores in the study area. South of the existing AutoNation Volvo dealership on 116th Avenue NE is the site for a proposed REI retail store that will add to the study area’s inventory of large scale retail. Further north on 116th Avenue NE is the BelMar Marijuana Store that shares a parking lot with Bellevue Auto House. On the west side of 116th Avenue NE at the corner of NE 8th Street is a Chick-Fil-A fast food restaurant that opened in 2015. Other retail and service businesses along NE 8th Street include a Burger King, Bellevue Antique Coins and Jewelry, Breakaway Lacrosse and Sophisticated Swine.

Across NE 8th Street on the east side of 116th Avenue NE is a Whole Foods. Directly to the north of the Whole Foods is a shopping center, commonly known as the “Design Market,” that includes retail establishments such as Ethan Allen, several home improvement stores, a pet care store, and a restaurant.

In total, retail and service uses, other than auto sales, occupy 39 acres, or 21 percent of the study area, and provide nearly 1,500 jobs, equating to a job density of 38 jobs per acre.

Hospitals and Related Medical Uses

In the northwest corner of the study area is the Hospital District. Group Health anchors the southern portion with their medical center sitting on a little over four acres at the intersection of NE 10th Street and 116th Avenue NE. Directly north of NE 10th Street sits Overlake Hospital Medical Center and related buildings occupying nearly 16 acres.

Other related medical office uses spill over to the east



Figure 3.5 - Uwajimaya and Total Wine

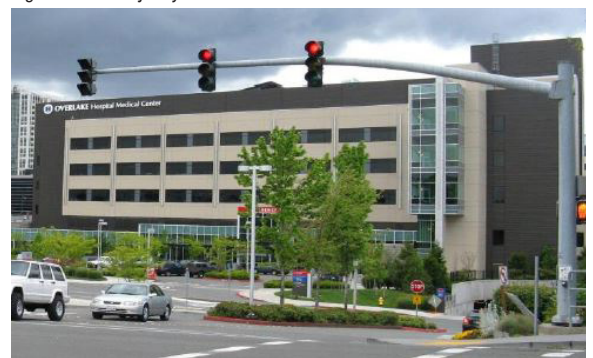


Figure 3.6 - Overlake Hospital

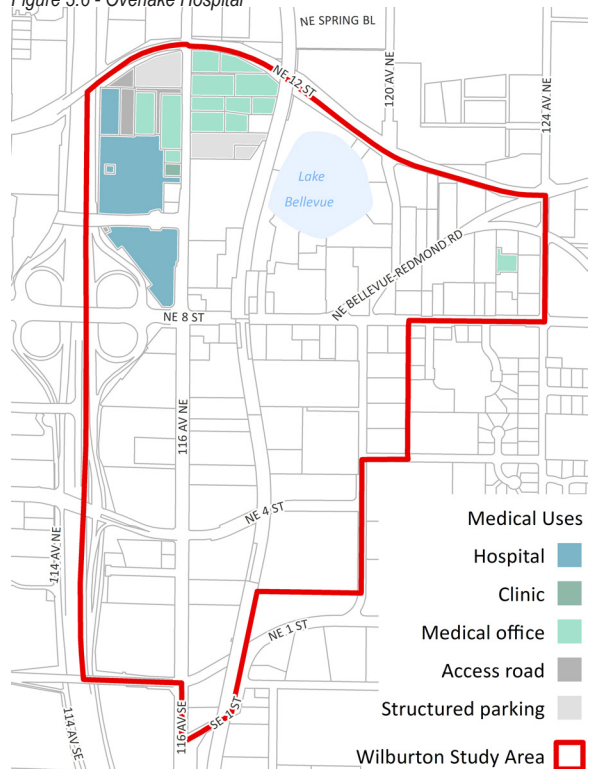


Figure 3.7 Hospitals and Related Medical Uses



Figure 3.8 - Coast Hotel



Figure 3.9 - Lincoln Center

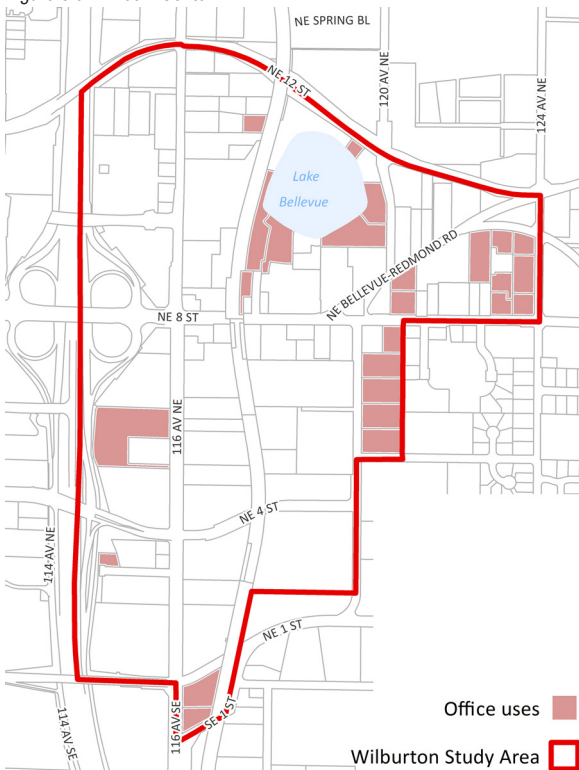


Figure 3.10 Commercial Office Uses

side of 116th Avenue NE. In total, medical related uses cover nearly 29 acres, or 16 percent of the study area and provide close to 2,200 jobs for a job density of 75 jobs per acre. It should be noted that the major medical institutions in the study area are unlikely to experience significant change in the near future and should be considered fixed elements within the study area. These institutions serve as key stakeholders in the study area.

Hotels

Three hotels are located within the study area all south of NE 8th Street between I-405 and 116th Avenue NE. The Hampton Inn & Suites and Extended Stay America are located just north of NE Main Street adjacent to a wetland, and the Coast Bellevue Hotel is located just south of Chick-fil-A. These hotels sit on parcels occupying nearly 13 acres. However, a wetland covers about two of those acres.

Commercial Office

At the southern tip of the study area, south of Main Street, are the Pryde and Wilburton Plaza office buildings. The Pryde Building was built in 1969 and contains just over 15,000 square feet of office space. The Wilburton Plaza was built in 1985 and has just over 20,000 square feet of office space. These two buildings house primarily real estate, management and social assistance service companies.

Another cluster of office buildings can be found in the northern most portion of the study area around Lake Bellevue containing nearly 140,000 square feet of office space. In the wedge bound by 124th Avenue in the east, NE 10th Place in the north, NE 8th Street in the south and Bel-Red Road in the west are a series of commercial office buildings providing another 110,000 square feet of office space housing primarily real estate, professional scientific and technical, and social assistance service companies. The wedge in the north eastern most corner of the study area is currently being considered for a post office location.

South of NE 8th Street along the east side of 120th Avenue NE is a row of commercial office buildings housing primarily health service companies. These act as buffer between the commercial area and the adjacent residential neighborhood

Another significant office property is Lincoln Center Office Park located on the west side of 116th Avenue NE just south of the Coast Hotel. The property was acquired by the City in 2007 for transportation related infrastructure purposes and currently consists of two office buildings. The north building is due for demolition to make way for the East Link light rail line. IN late 2014, the City leased the north building for use as a temporary startup incubator known as Impact Hub. Impact Hub in turn leases out small work spaces to emerging small businesses and offers assistance in navigating the Puget Sound business environment. As a City owned property, Lincoln Center provides an opportunity for a catalyst project that could assist in defining a unique character for the study area.

In total, commercial office uses cover 31 acres of land or nearly 17 percent of the study area. They hold buildings with nearly 450,000 square feet of office space housing nearly 1,500 jobs for a job density of 47 jobs per acre.

Light Industrial Uses

Light industrial uses are limited to five uses within the study area. They include Bellevue School District’s bus storage parking, the corporate office and yard of Mutual Materials, a manufacturer of masonry and hardscape products, both of which are located west of 120th Avenue NE just north of Best Buy; a couple of auto collision and repair services north of Bel-Red Road, and Puget Sound Energy’s Center distribution substation, located on the southwest corner of NE 4th Street and 116th Avenue NE. The substation has potential for expansion in the future. This should be considered a fixed use in the study area, and unlikely to change.

In total, light industrial uses cover 11 acres, or six percent of the study area.

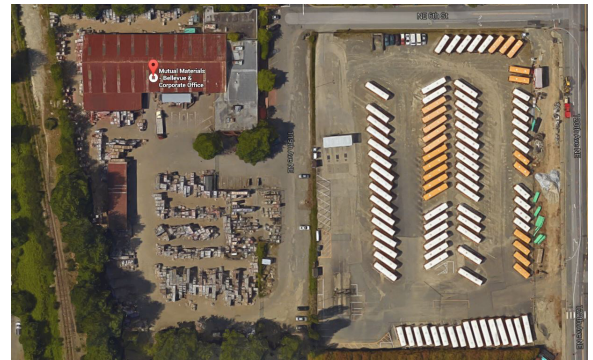


Figure 3.11 - Mutual Materials and Bellevue School District Bus Storage

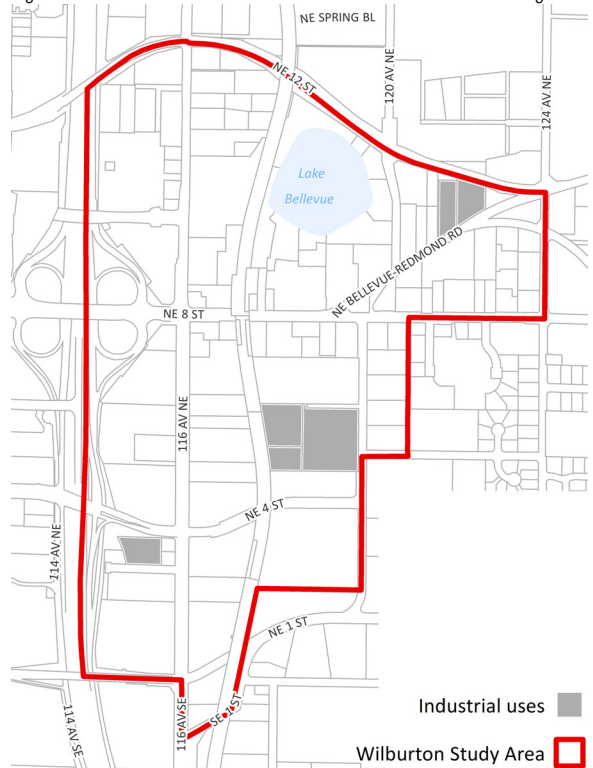


Figure 3.12 - Light Industrial Uses



Figure 3.13 - Existing Multifamily Residential



Figure 3.14 - Lake Bellevue

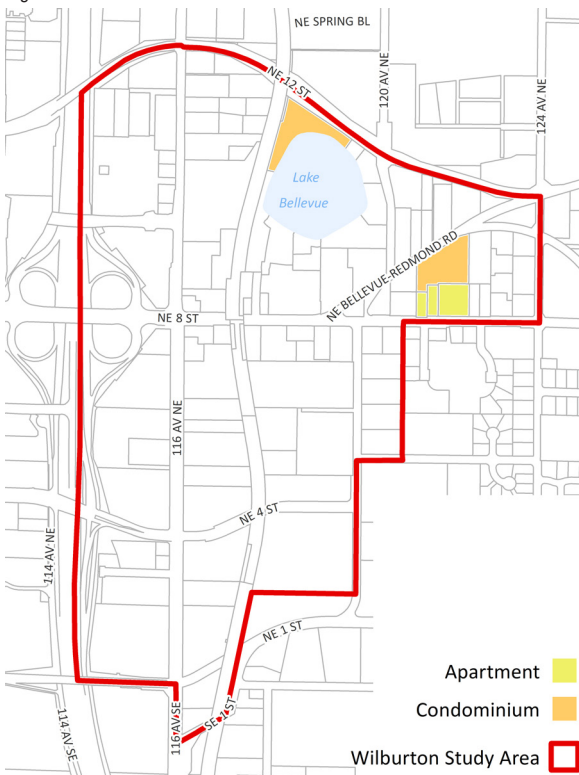


Figure 3.15 - Residential Uses

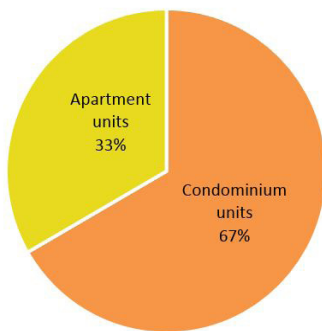


Figure 3.16 - Residential Distribution by Ownership Type

Residential

Residential uses are limited to three apartment complexes and two condominiums containing a total of 198 housing units. All are located north of NE 8th Street. The apartments include: Brierwood Apartments, built in 1959 with 10 units averaging 754 square feet in size; Midlakes Apartments, built in 1962 with 14 units averaging 794 square feet in size; and Milano Apartments, built in 2000 with 42 units averaging 1,272 square feet in size. Lake Bellevue Village Condominium is located on the northwest corner of Lake Bellevue. It was built in 1979 and has 72 units averaging 1,272 square feet in size with a median assessed value of \$319,000. Midlakes Condominium, located south of NE 10th Place was built in 1978. It has 60 units averaging 876 square feet in size with a median assessed value of \$181,000. In total, residential uses cover just under ten acres, or five percent of the study area.

Public and Open Space

Existing public and park space within the study area is limited. In the Hospital District a network of pathways and landscaped areas connect the two hospital campuses but remain privately owned. In the southwest corner of the study area is a Category II wetland associated with Sturtevant Creek, but public access is limited. Lake Bellevue in the north is surrounded by private uses.

Bisecting the study area from north to south is the Eastside Rail Corridor (ERC). In its entirety, the ERC is a 42-mile rail corridor that stretches from Renton to Snohomish. More details about the corridor are discussed in the Parks and Open Space section of this report. Different possible futures for the corridor are also discussed in the transportation section, including opportunities for enhanced transit services, improved pedestrian and bicycle infrastructure, and public space.

Just outside the study area to the southeast lie the Bellevue Botanical Garden and the Wilburton Hill Community Park, but they are challenging to access directly from the study area.

Parcel Size and Property Ownership

The areas north and south of NE 8th Street are substantially different from one another in their urban form and parcel composition. South of NE 8th Street, parcel sizes are substantially larger, analogous to the larger scale of uses that exist. The exception to larger parcel sizes can be found along the south side of NE 8th Street where smaller retail and restaurant uses are prevalent. Approximately 44 different parcels exist south of NE 8th Street, not including those owned by King County Parks or Sound Transit for the Eastside Rail Corridor, averaging 1.96 acres in size.

North of NE 8th Street east of the Eastside Rail Corridor property ownership is more fragmented and parcels are smaller in size. This is also true of parcels in medical office uses located just east of the Hospital District. Approximately 61 parcels exist north of NE 8th Street, not including those part of the Eastside Rail Corridor or the Medical District. Average size of these parcels is 1.2 acres.

Assessed Values

South of NE 8th Street assessed land values hover around \$75 per square foot along 116th Avenue NE and along NE 8th Street, but they begin to drop east of the Eastside Rail Corridor and south of NE 8th Street to around \$62 a square foot. They then drop to about \$50 a square foot east of 120th Avenue. North of NE 8th, land zoned for BelRed General Commercial uses hovers around \$75 a square foot, except around Lake Bellevue, where the value drops by about half to \$35 and \$40 a square foot. Land zoned for BelRed Commercial-Residential has equally high values at around \$70 per square foot.

Parcels in the north of the study area with medical office uses tend to have lower values at around \$62 a square foot. Also, along NE 8th Street, land zoned for multifamily drops to about \$20 a square foot and land zoned for office to about \$50 a square foot.

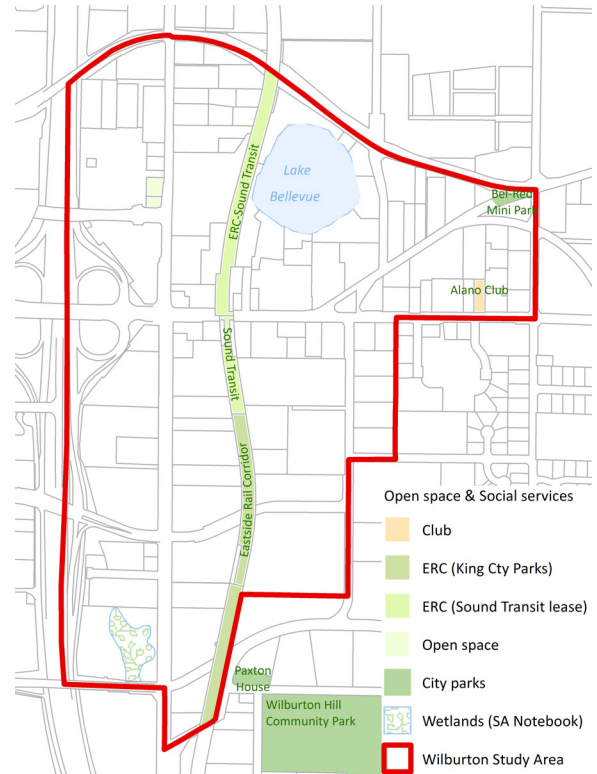


Figure 3.17 - Open and Public Space and Social Service Uses

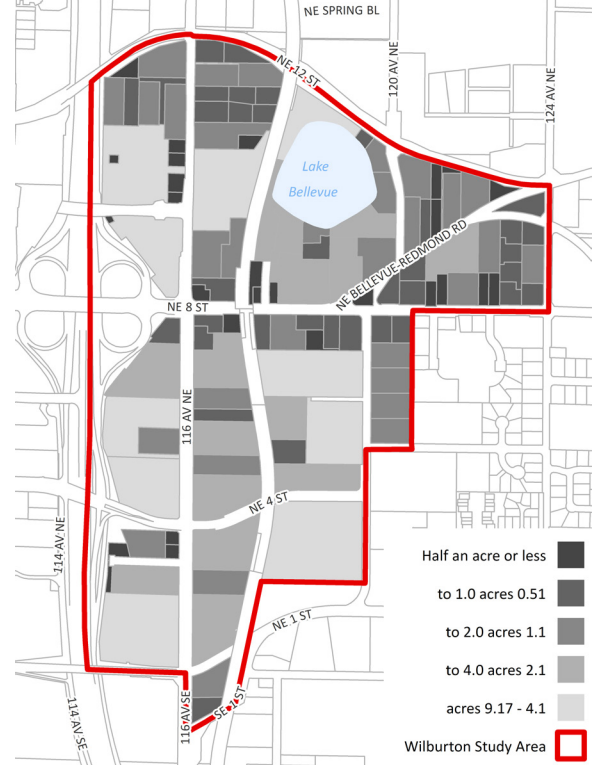


Figure 3.18 - Parcel Sizes

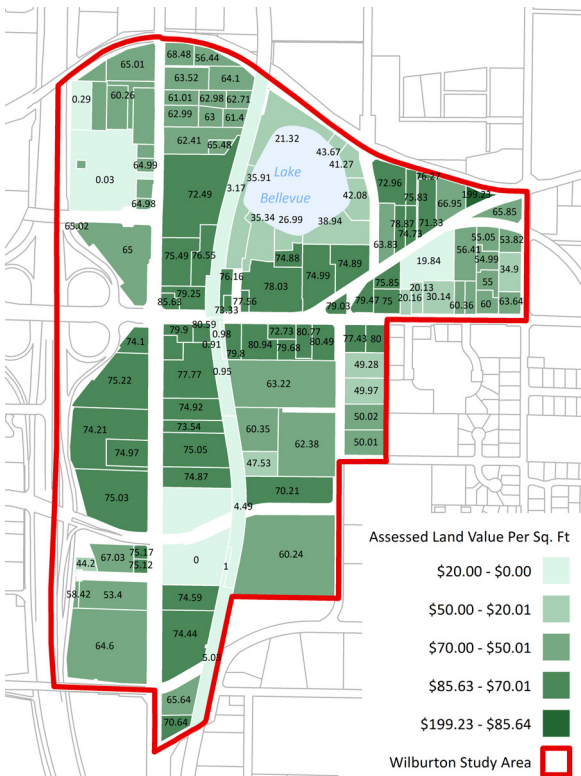


Figure 3.19 - Assessed Land Value per Square Foot

Building value is more closely aligned between the north and south sides of NE 8th Street. When discounting for the medical facility properties, those north of NE 8th Street average approximately \$920,000 while those south of NE 8th average approximately \$886,600. When the medical facilities are included the average value escalates to \$3.3 million for those north of NE 8th Street. All land and improvement values are derived from the King County Assessor.

Land Use Distribution Summary

As shown in figure 3.20, parcels with auto sales occupy about 20 percent of the study area, followed by other retail uses including big box and other retail occupying 19 percent. Office uses occupy another 17 percent and medical uses 12 percent. Residential, hotel and industrial uses occupy smaller portions of the study area, closer to five to seven percent.

Building Age

About nine percent of buildings in the study area were built in the 1950s or earlier. Over two thirds were built in the 1960s, 1970s and 1980s, and another 21 percent were built since 1990. As shown in the historic section in figure 3.22, auto dealerships along 116th Avenue and some office uses north of Bel-Red Road have some of the oldest buildings built in the 1960s. Hospital buildings and big box retail buildings were built or remodeled more recently in the late 1990s and 2000s. Also, a few auto dealerships along NE 8th Street were built within five to ten years.

Largest Land Owners

Overlake Hospital, Auto Nation, Home Depot and Extended Stay Hotels are some of the largest property owners in the area with upwards of six acres each. These are followed by Design Market, TRF Capital, Kirkland Lakeside, Park 120 Investments and Fazenda, all who own parcels whose aggregate area is between five and six acres in size.

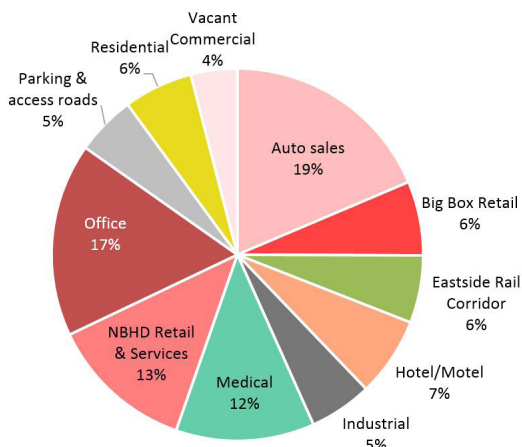


Figure 3.20 - Land Use Distribution

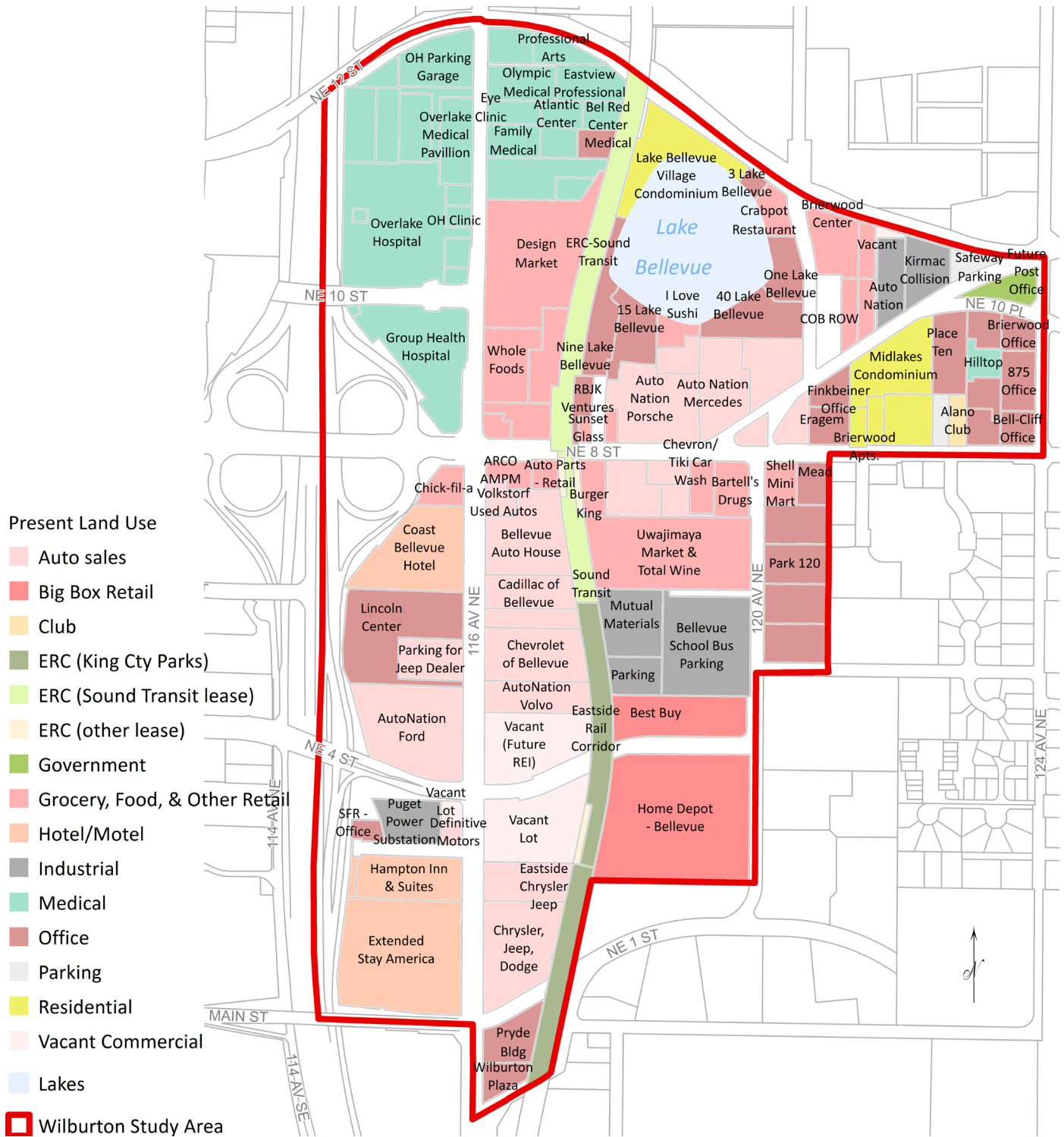


Figure 3.21 - Use by Type and Ownership

Population Characteristics

Within and around the study area

Characteristics of the study area population are based on estimates from the U.S. Census Bureau's 2010-2014 American Community Survey. All of the study area's residential units fall within Census tract 236.01 except for units part of the Lake Bellevue Village Condominium, which falls within Census tract 237. However, because Census tracts cover so large an area, it is difficult to isolate characteristics of people and households living within the study area from those living in the surrounding areas.

For instance in tract 236.01, it is difficult to distinguish characteristics of households living within the study area from characteristics of households living in the rest of Census tract 236.01, in the Wilburton neighborhood. For households living at Bellevue Village Condominium, it is difficult to distinguish their characteristics from those of households living north of SR 520 in Census tract 237. That said, it is helpful to understand population characteristics in surrounding areas. Since the study area is adjacent to Downtown, it will become more strongly connected to Downtown with the advent of light rail and the Grand Connection, the characteristics of households living Downtown are also of interest.

Housing Characteristics

About 99 percent of Downtown's housing units are in multi-family structures compared to 56 percent of tract 236.01(Wilburton) and 41 percent of tract 237(north of SR 520). Residential structures in Downtown also tend to be newer than residential structures in tracts 236.01 and 237 with a median year built of 2004 compared to 1976 and 1977 for tracts 236.01 and 237. Downtown units also tend to have lower occupancy rates than units in tracts 236.01 and 237, falling below 90 percent occupied, compared to about 92 percent occupied in tract 236.01 and about 99 percent in tract 237.

While the median housing unit value in Downtown is lower than both tract's 236.01 and 237, Downtown

Demographics

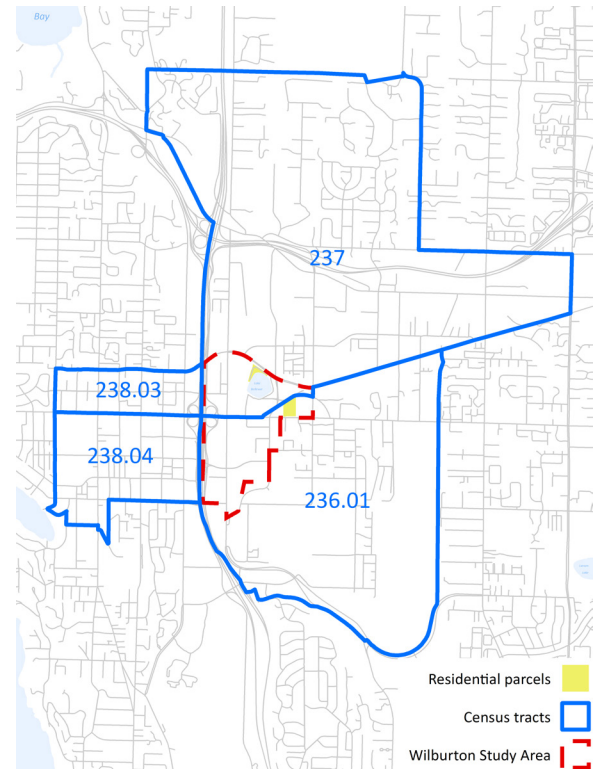


Figure 4.1 - Census Tracts Encompassing & Adjacent to the Study Area

	Downtown	Tract 236.01	Tract 237
Lower Quartile Value	\$313,266	\$238,700	\$459,700
Median Value	\$425,155	\$477,700	\$642,500
Upper Quartile Value	\$704,039	\$671,600	\$845,000

Figure 4.2 - Housing Values

	Downtown	Tract 236.01	Tract 237
Homeowners with a mortgage	\$2,479	\$1,956	\$2,796
Homeowners without a mortgage	\$968	\$622	\$933
Renters	\$1,685	\$1,353	\$1,609

Figure 4.3 - Median Monthly Housing Costs

	Downtown	Tract 236.01	Tract 237
Households paying 30% or more of their incomes on housing	35%	41%	34%
Households paying 50% or more of their incomes on housing	14%	20%	20%

Figure 4.4 - Housing Affordability

has higher lower and upper quartile values than tract 236.01 (Table 4.1). Monthly costs for homeowners with a mortgage, without a mortgage and renters all tend to be lowest in tract 236.01 compared to Downtown and tract 237, which have more similar monthly costs (Table 4.2). It should be noted that single family homes in the Bridle Trails and Wilburton neighborhoods impact the data of the study area.

Despite lower costs, tract 236.01 has the highest percentage of cost burdened households, with 41 percent of households spending 30 percent or more of their incomes on housing. And despite higher monthly costs, especially for renters, Downtown has the lowest percentage of severely cost burdened households, with 14 percent of households spending 50 percent or more of their incomes on housing (Table 4.3).

Household Characteristics

About 81 percent of Downtown households rent their units compared to 45 percent in tract 236.01 and 29 percent in tract 237. The average household size in Downtown also tends to be smaller at around 1.64 compared to 2.16 in tract 236.01 and 2.39 in tract 237.

Population Demographics

Age

Age cohorts are most evenly distributed in Tract 237. In comparison, Downtown has a much higher percentage of the young workforce population, ages 18 to 44 than the other two tracts, and a much lower percentage of children under 18. Interestingly, Downtown also has the highest percentage of older adults, 65 years and over. With such a high percentage of the young workforce Downtown has the lowest median age at 34.0 compared to 39.3 in tract 236.01 and 38.4 in tract 237.

Race and ethnicity

Tract 236.01 is the most racially and ethnically diverse with just over 50 percent of the population being non-Hispanic white. Tract 237, in contrast, is the least

racially and ethnically diverse, with over 71 percent of its population being non-Hispanic white. Asians comprise over a third of the populations in Downtown and tract 236.01 whereas less than 20 percent in tract 237. Tract 236.01 also has the highest percentages of Hispanic or Latino and Black populations.

Household Income and Poverty

Tract 236.01 has the most even distribution of household incomes, followed by Downtown. In contrast, over a third of households in Tract 237 have household incomes upwards of \$150,000. This may be partially due to Tract 237 having a higher average household size and therefore a greater percentage of double income households. Tract 236.01 also has the lowest median household income at \$69,675 compared to \$88,650 in Downtown and \$94,762 in tract 237. Tract 236.01 and Downtown also have higher rates of poverty at 12 and 11 percent respectively compared to five percent in tract 237.

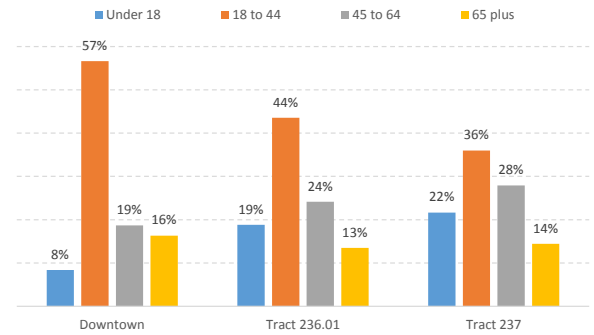


Figure 4.5 - Age Cohort Distribution

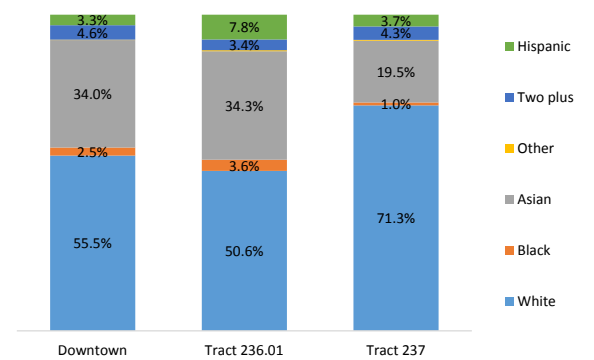


Figure 4.6 - Race and Ethnicity Distribution

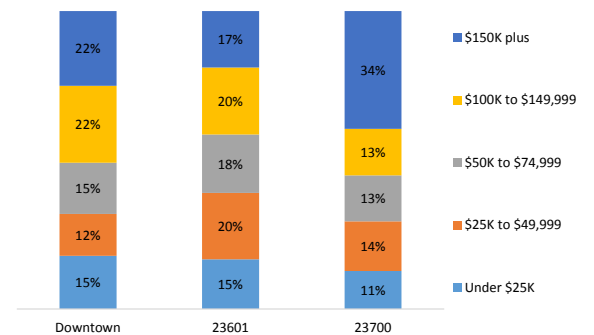


Figure 4.7 - Household Income Distribution

Lumber Boom Town to Auto Row

Agriculture and Lumber

Approximately a century ago, Wilburton was the largest community on the East Side. Its success was established as a lumber boom town.

Originally platted in 1889 as 10-acre residential lots by Lydia and Timothy Kellogg, the area extended from modern day I-405 to 128th Ave east to west, and NE 8th to SE 8th north to south. The Kellogg's started a small fruit farm, and named the plat "Strawberry Lawn."

In 1901, however, hopeful industrialists began to move into the area. The logging firm Wilbur and England founded a logging operation at the upper end of Mercer Slough, and towed over 700,000 ft. of cedar, fir, and spruce over the next two years. At the time, Mercer Slough was deep enough to be navigable and viable. In 1903, the site was taken over by the Bellevue Lumber Company, which built the first lumber mill on the shores of Mercer Slough. By 1904, the bottom half of Strawberry Lawn was re-platted as smaller residential lots so that mill workers could build homes near the old Wilbur and England logging operation, thus forming Wilbur town, or Wilburton.

Between 1904 and 1919, the population of Wilburton fluctuated between 300 and 500 people, and was home to two general stores, multiple mills, and a spur of the North Pacific Railroad. A trestle for the railroad line was built over Mercer Slough. Known as the "Wilburton Trestle," it remains standing today, serving as an identifiable and significant historical landmark, and is bisected by the Lake Hills Connector.

In 1916, Lake Washington was lowered by roughly 9' feet with the creation of the Lake Washington Ship Canal, Montlake Cut, and Chittenden Locks. As a consequence, Mercer Slough turned into an unnavigable marsh. Without water access, the Hewitt-Lea sawmill became unprofitable, and shut down in 1919. Subsequently the



From the Collections of Eastside Heritage Center

Figure 5.1 - 116th Avenue and NE 8th Street - 1910



Figure 5.2 - Midlakes Grain and Feed Store - 1914

original Wilburton School shut down, and the town was mainly abandoned.

With the closure of the mill, farming returned as the predominant use. Between 1919 and the 1950s, Wilburton was home to over a dozen Japanese tenant farming families. Most ultimately did not return after being interned during World War II. Additionally a large dairy farm, a veterinary clinic, the Glendale Golf Course, and a few surreptitious whiskey stills during prohibition era occupied the area.

Emergence of Auto Row

In the 1950s, as Bellevue grew rapidly following World War II, a handful of car dealerships and inns moved east into Wilburton (116th Ave). One of the firsts was the Evered Mercury dealership, started by Art Evered in 1957 with two cars and a gas station. In 2001, the Evered Mercury was the largest Lincoln-Mercury dealership in the Pacific Northwest. 116th Ave is still known as “Auto Row,” today, and is, for example, home to one of the largest Lexus dealerships in the country.

In 1992, the Bellevue Botanical Garden was constructed on the property of the late Calhoun and Harriet Shorts, who acquired the property in 1947 to build a family farm. Today, the Botanical Garden is a center for gardening and horticulture activity, and is the home of the popular Garden d’Lights each December. As part of Wilburton Hill Park, the two form the most substantial public green space in the surrounding area.



From the Collections of Eastside Heritage Center

Figure 5.3 - Facing West at 116th Avenue and NE 8th Street - 1967

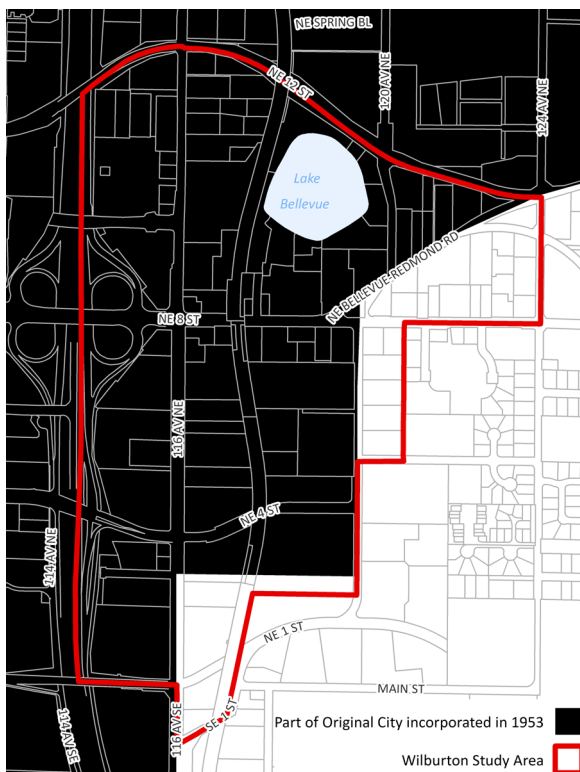


Figure 5.4 - Original City boundaries at incorporation in 1953.

The Natural Environment

Physical Context

Streams

Sturtevant Creek drains most of the planning area. Considered a Type F stream, it originates at Lake Bellevue and flows south, adjacent to the Eastside Rail Corridor for approximately 600 feet before diverting into an underground pipe at approximately NE 8th Street. Sturtevant Creek daylights again north of NE 4th Street near the City owned property, Lincoln Center at 515 116th Avenue NE, and flows south in channelized form to a culvert under NE 4th Street and then through a large wetland complex to Main Street where it flows under the Lexus site and then under I-405.

After it crosses I-405, Sturtevant Creek flows south to its confluence with Kelsey Creek and Mercer Slough. I-405 is currently considered a fish passage barrier based on Washington Department of Fish & Wildlife (WDFW) SalmonScape maps (WDFW, 2010) and the City's basin map for Sturtevant Creek (Bellevue, 2010a). Even if this fish barrier were to be removed, the piped portion of Sturtevant Creek under Whole Foods and NE 8th may also be considered another fish barrier.

Lake Bellevue

Since the early 1940's, Lake Bellevue's watershed has experienced significant urban development. The lake's perimeter wetlands and the lake itself have been reduced in area and the underlying ancient peat soil deposits have been covered by impervious surfaces causing a decline in water quality. The result is a culturally eutrophic lake that is over-enriched with nutrients, specifically phosphorus, which promotes cyanobacteria growth diminishing the lake's ability to support beneficial uses. The lake has long since exhausted its resiliency or capacity to assimilate nutrients resulting in excess phytoplankton, reduced dissolved oxygen (leading to odors) and loss of aquatic habitat.

Wetlands

The other major hydrological feature, in addition to



Figure 6.1 - Wooded Category II Wetland

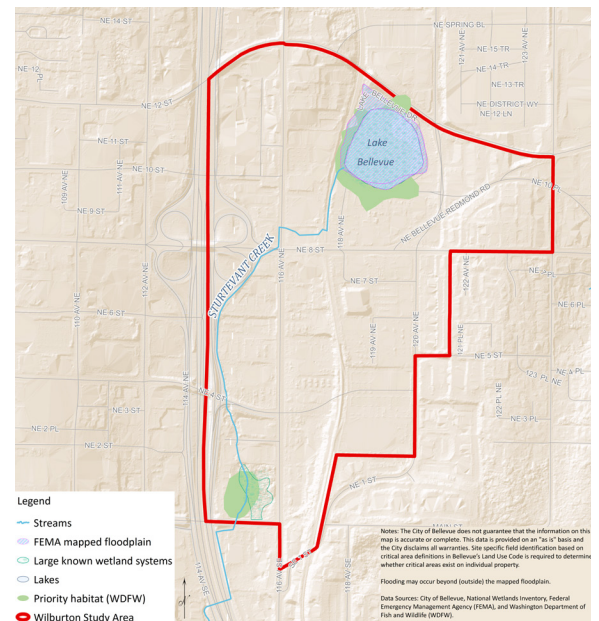


Figure 6.2 - Water Resources



Figure 6.3 - Eastside Rail Corridor Looking South



Figure 6.4 - Auto Dealership Impervious Surface

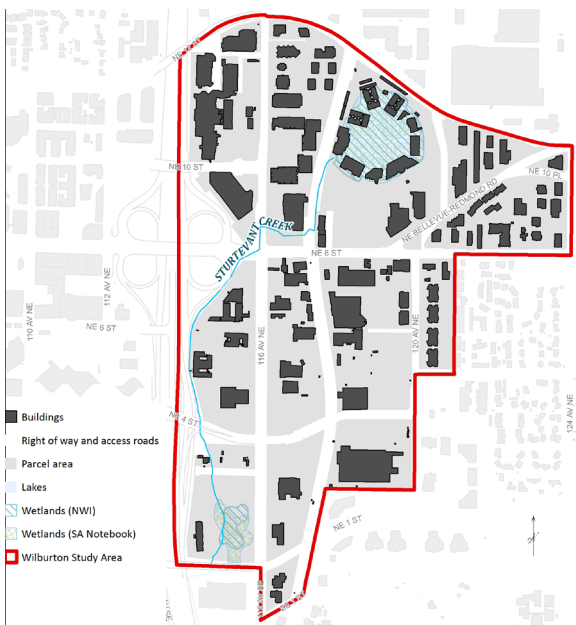


Figure 6.5 - Pervious and Impervious Surfaces

Sturtevant Creek, is a significant five acre wooded wetland located at the corner of 116th Avenue NE and Main Street. Due to its large size, location in the watershed, significant water quality benefits, high habitat value, and buffer value to Sturtevant Creek which flows through it, this wetland is likely a Category II wetland. The site was partially developed in the 1990s with an Extended Stay Hotel.

Wildlife Corridor

The study area is bisected north-to-south by the Eastside Rail Corridor. King County is undertaking a master planning process for this corridor to site a regional trail. Because of its width, continuity, and vegetated boundaries, it also represents a significant transit corridor for wildlife moving through the area. Unfortunately, improvements to I-405 resulted in removal of the land bridge across the freeway cutting off wildlife transit to and from Mercer Slough.

Tree Canopy and Impervious Area

The study area is almost entirely impervious with significant tree canopy existing only within designated critical areas such as Sturtevant Creek, the Main Street wetland, and on the steep slopes east and west of the rail corridor. On some sites, parking lot landscaping is visible but it is generally sparse throughout. The predominance of auto dealerships in this area and the demand for unobstructed parking makes for a bleak urban landscape throughout.

Contaminated Sites

Due to the longstanding predominance of auto sale uses in the study area, there is potential for significant site contamination with petroleum products and volatile organic compounds. Examination of the Executive Summary of the Environmental Data Resources, Inc. Report for the NE 4th Project reveals multiple properties within the study area where contamination may have

been identified.

Steep Slopes

There are minimal steep slopes in the area. Most of the steep slopes are located near the Eastside Rail Corridor, particularly on the southwestern edge within the study area. There are other isolated pockets of steep slopes but few of the properties are dramatically affected.

Liquefaction hazards are isolated primarily around the northern and western perimeters of Lake Bellevue. Much of the liquefaction hazards are located outside of the study area boundary or in areas unlikely to experience change from the planning process.

Legend

Salmonid Fish

- Chinook
- Coho
- Kokanee
- Streams

Fish passage barrier removal projects

Status

- Completed
- In design
- Not started
- Wilburton Study Area

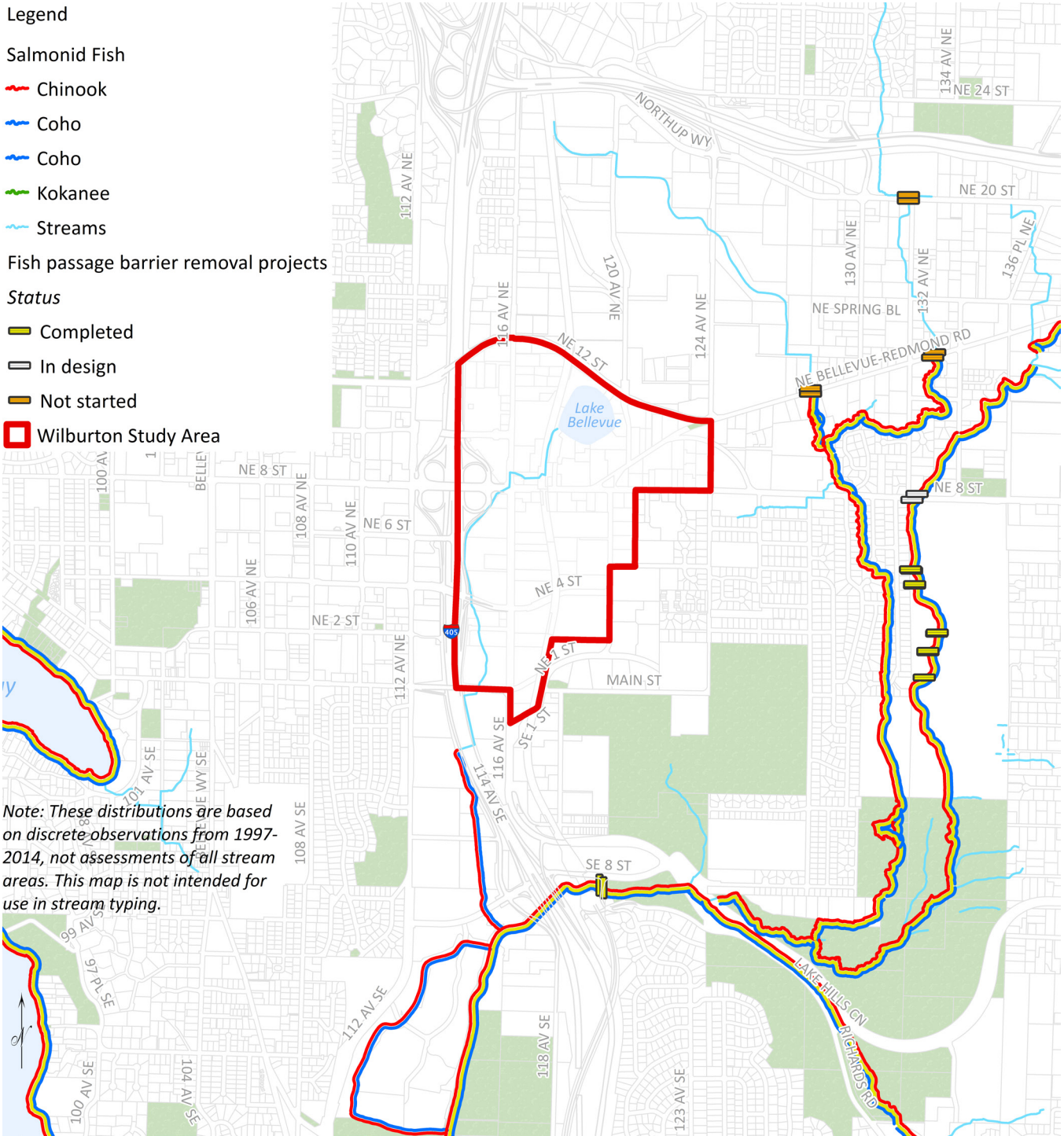


Figure 6.6 - Salmon Distribution

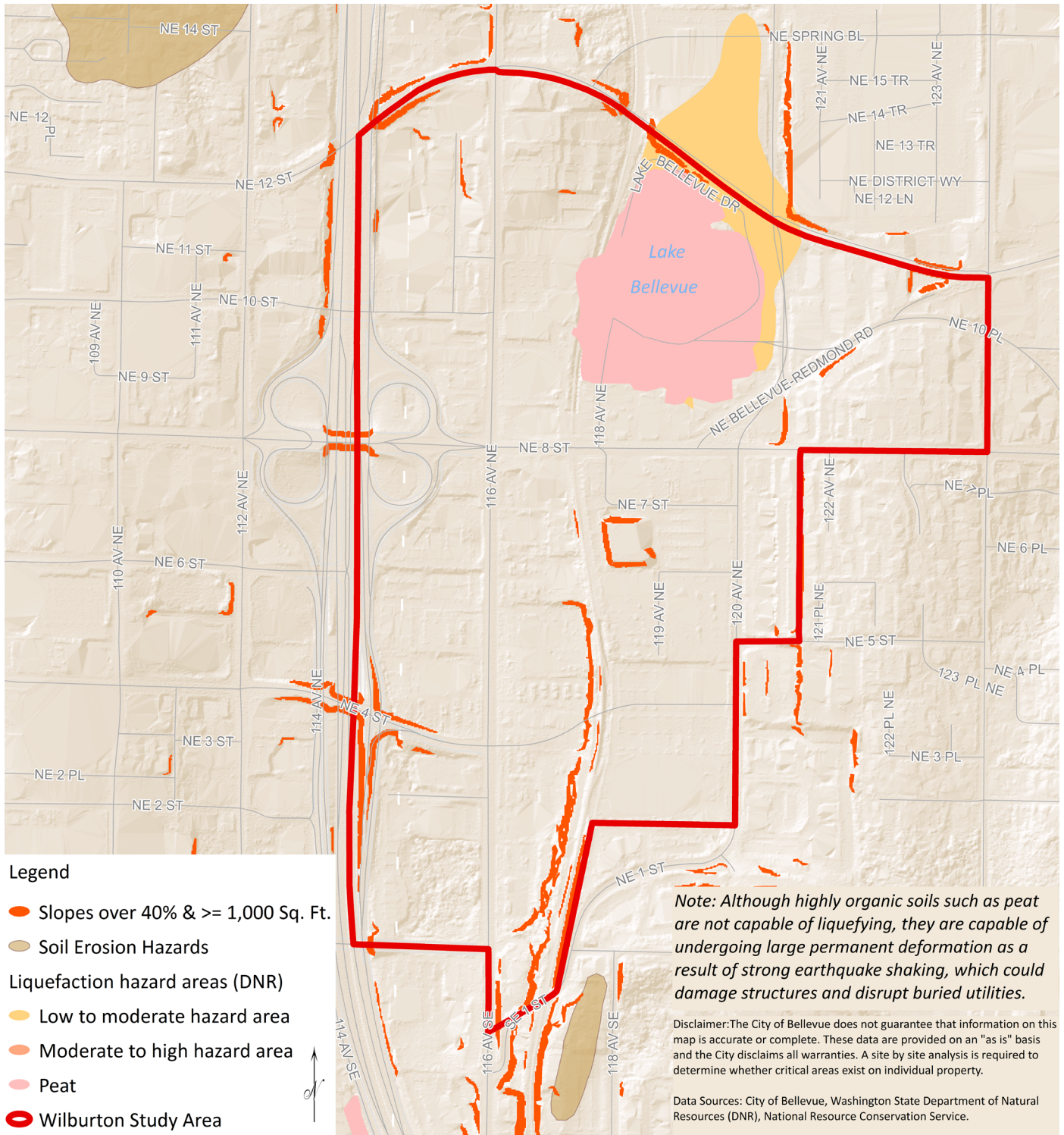


Figure 6.7 - Steep Slopes

Parks and Open Space

Peripheral Green

Eastside Rail Corridor

The Eastside Rail Corridor (ERC) extends from Renton to Snohomish, passing through Bellevue, Kirkland, Woodinville, and portions of unincorporated King County. It also includes the Redmond Spur, which extends south from Woodinville to Redmond. The ERC is owned and managed by King County, the cities of Kirkland and Redmond, Sound Transit, and Puget Sound Energy. These owners work together through the Regional Advisory Council to maintain a collaborative, regional planning process for the ERC, with the goal of achieving connectivity and multiple uses.

Within the Wilburton study area, ownership of the ERC is split with Sound Transit owning the section approximately north of NE 4th Street and King County owning the section south.

King County has developed a Master Plan for a major regional trail. This trail will eventually connect Renton, Bellevue, Kirkland, Woodinville, and Redmond with the rest of the regional trail system, while preserving the opportunity to co-locate rail, transit and utilities in the future. As part of the master planning project, King County has prepared an Environmental Impact Statement that includes study of ecosystem resources, geologic conditions, historic and cultural resources, and potential trail alignment alternatives. City staff and relevant departments are participating with the County in the master planning process.

Of particular interest to the Wilburton-Grand Connection study will be the proposed grade changes between NE 8th and NE 4th Streets. The potential for grade changes could greatly influence how the Grand Connection will interface with the ERC, as well as impacts on adjacent properties.

Parks & Open Space



Figure 7.1 Eastside Rail Corridor Planning Areas and Ownership



Figure 7.2 - Wilburton Hill Community Park

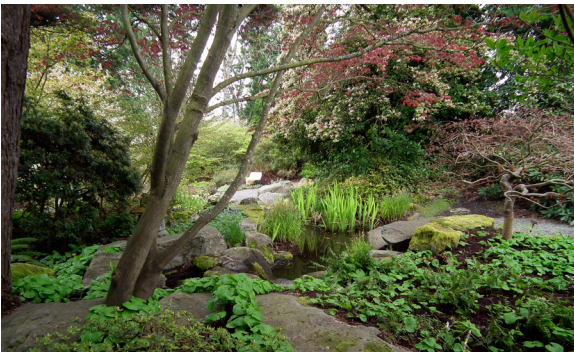


Figure 7.3 - Bellevue Botanical Garden

Surrounding Parks

Wilburton Hill Community Park

Southeast of the Wilburton study area is the 105-acre Wilburton Hill Community Park. The park is home to the Bellevue Botanical Garden and includes a large picnic area, a playground, two baseball fields, one multi-use artificial turf athletic field, and restrooms. Wilburton Hill Park is one of the largest parks in the city and provides a wide variety of active and passive recreational opportunities. The park's trail serves as a major link in the Lake to Lake Greenway Trail.

Bellevue Botanical Garden

The Bellevue Botanical Garden features cultivated display gardens, natural wetlands and a woodland trail system, featuring the unique Ravine Experience suspension bridge. Bellevue Botanical Garden displays plants and gardening practices for healthy, beautiful Northwest gardens. The Garden attracts 300,000 visitors a year, making it one of the city's most popular destinations. The Bellevue Botanical Garden opened in 1992 and operates under a partnership with the Bellevue Botanical Garden Society (BBGS). The Botanical Garden is the home of the popular Garden d'Lights each December, and serves as a regional festive draw.

Lake to Lake Greenway Trail

The Lake to Lake Greenway Trail skirts the southern boundary of the study area. Extending approximately 10 miles, the Greenway Trail connects nine parks across Bellevue. From east to west, the trail starts at Weowna Park next to Lake Sammamish and continues west, through Wilburton Hill Park, proceeding either over I-405 at Main Street, or under I-405 at SE 8th Street as it continues to two possible termination points at Meydenbauer Bay Park or Enatai Beach Park.

Access and Connectivity

Getting to and Around Wilburton

Transportation

Roadway Network

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 counts reaching over 45,000. NE 12th Street carries over 18,000 vehicles traveling east and west along the northern edge of the study area. 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. Traffic counts have not been taken along NE 4th Street or 120th Avenue NE in the study area, but recent improvements to those arterials will likely lead to increased traffic volumes along them. Their impacts on existing traffic volumes will be monitored.

These five major arterials comprise the majority of the roadway network within the study area. Minor and collector arterials comprise another eight percent each and serve as secondary connectors. Local streets, both public and private, comprise the remaining 25 percent and serve primarily as access roads to properties rather than as connectors between arterials.

Signals exist at all intersections of major and major arterials and major and minor arterials. In addition, two signals exist adjacent to Overlake Hospital and Group Health Medical Center on NE 10th Street and Overlake Hospital on 116th Avenue NE. Approximately half of the signals in the study are interconnected enabling synchronization of signals and improved mobility.

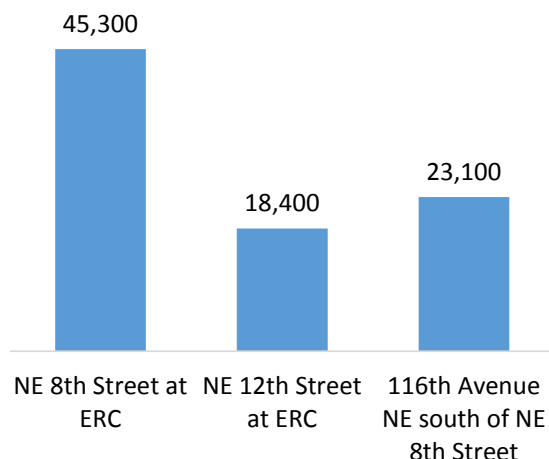


Figure 8.1 - Average Weekday Traffic, 2014

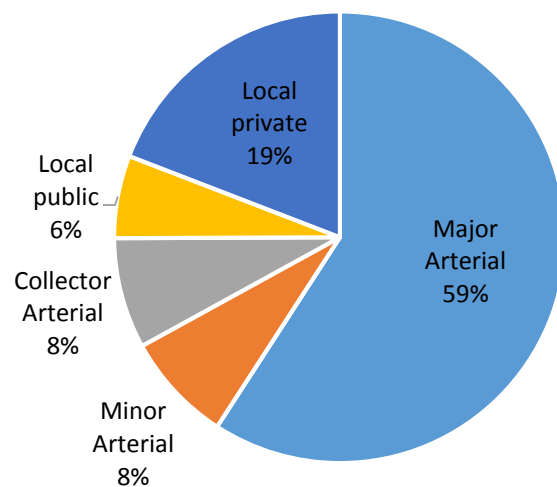


Figure 8.2 - Roadway Classification Distribution, 2014

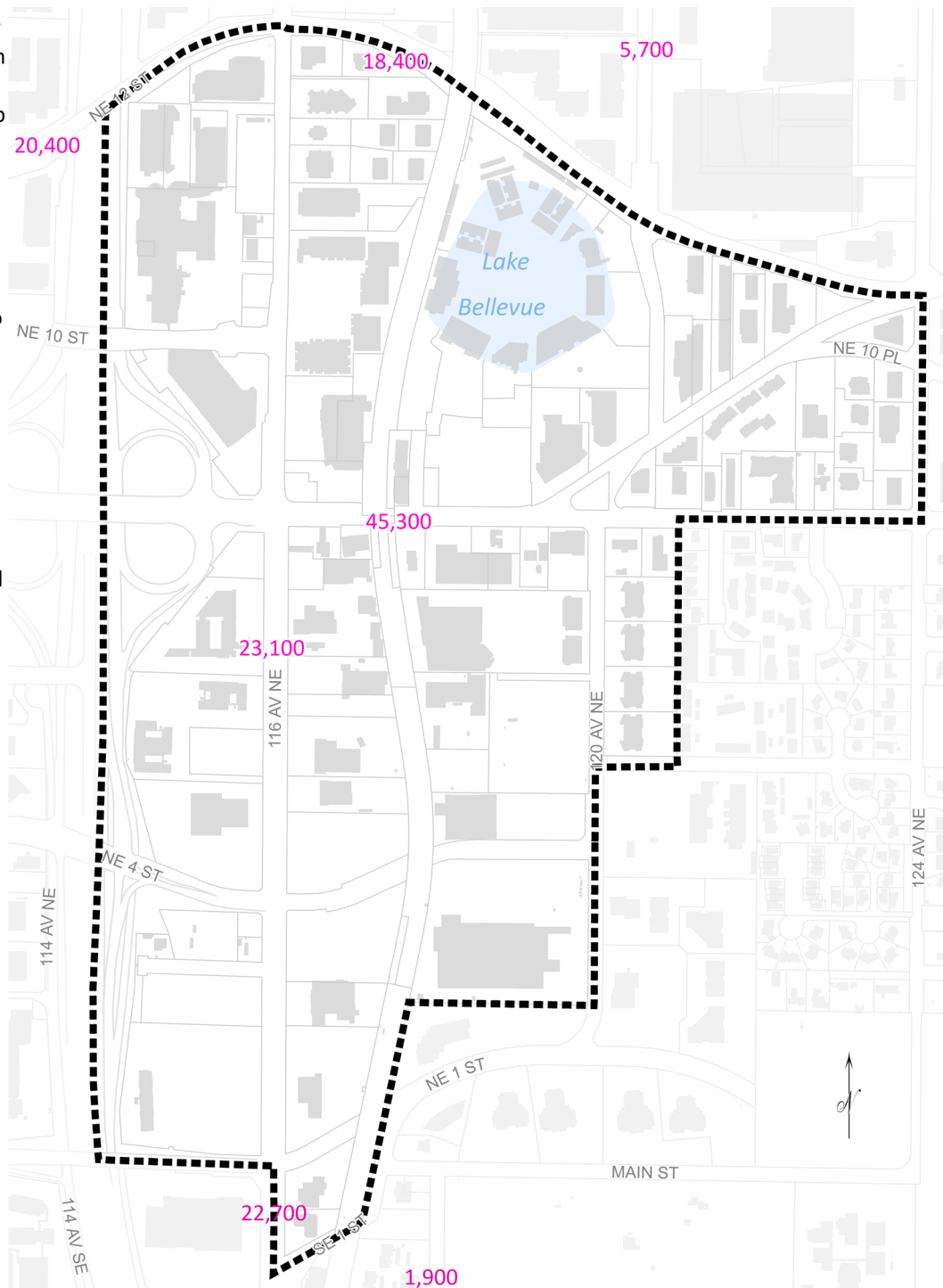


Figure 8.3 - Looking westward along NE 8th Street towards Downtown

Traffic counts are used by various parties to perform traffic analyses. The counts shown on this map were counted mechanically.

Mechanical counts are performed by placing rubber hoses in the roadway perpendicular to traffic flow. As vehicles travel over the hoses, air pulses pushed through the hoses activate switches in a counting device and the vehicles are recorded.

154 locations are counted once per year for a seven day period. A three-day midweek average volume is then computed. Each number on this map represents the total traffic volume, at that location, for both directions over a 24-hour period on an average midweek day in Bellevue.



 Wilburton Study Area

Figure 8.4 - Average Weekday Traffic Counts, 2014

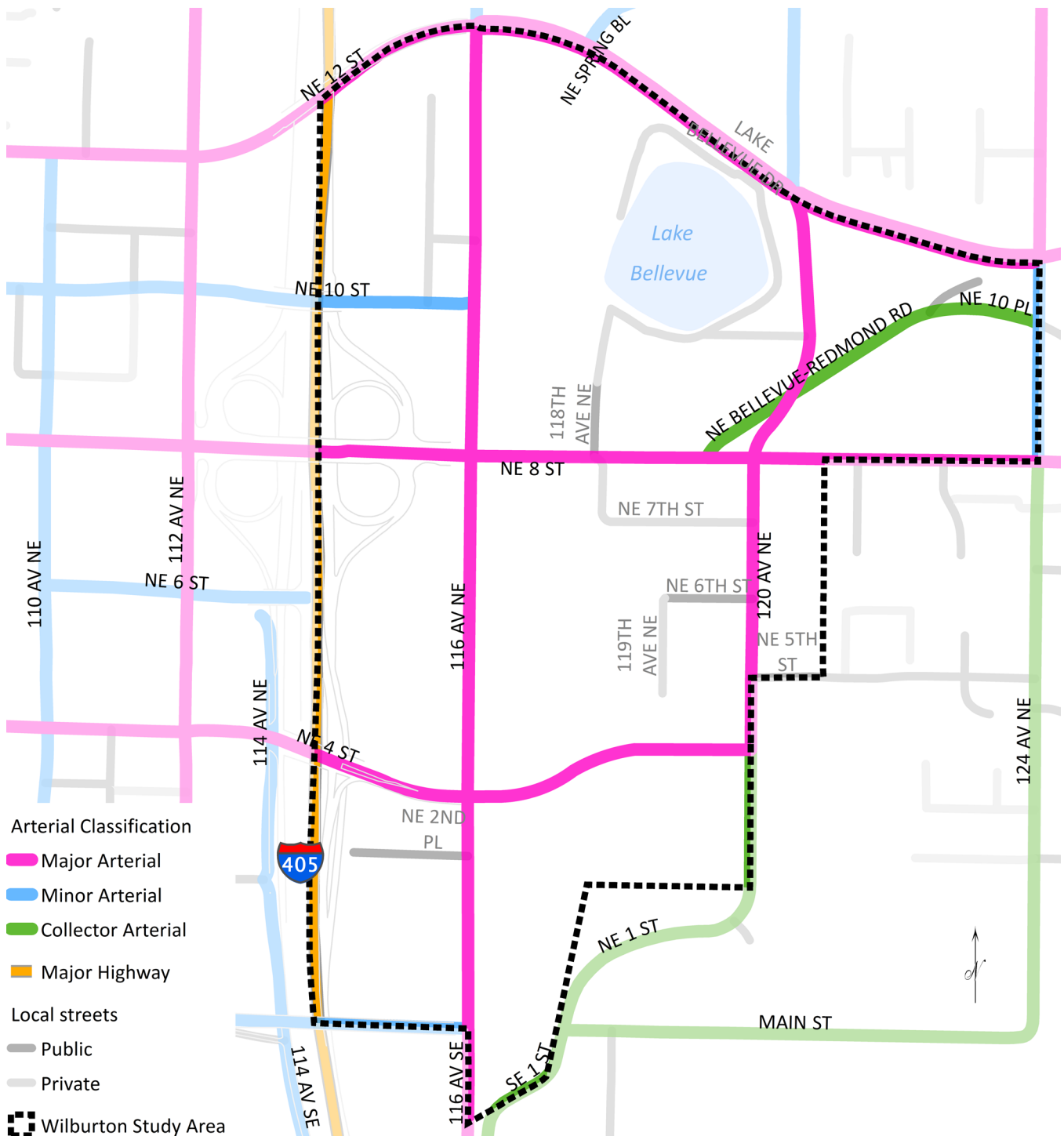


Figure 8.5 - Road Classification

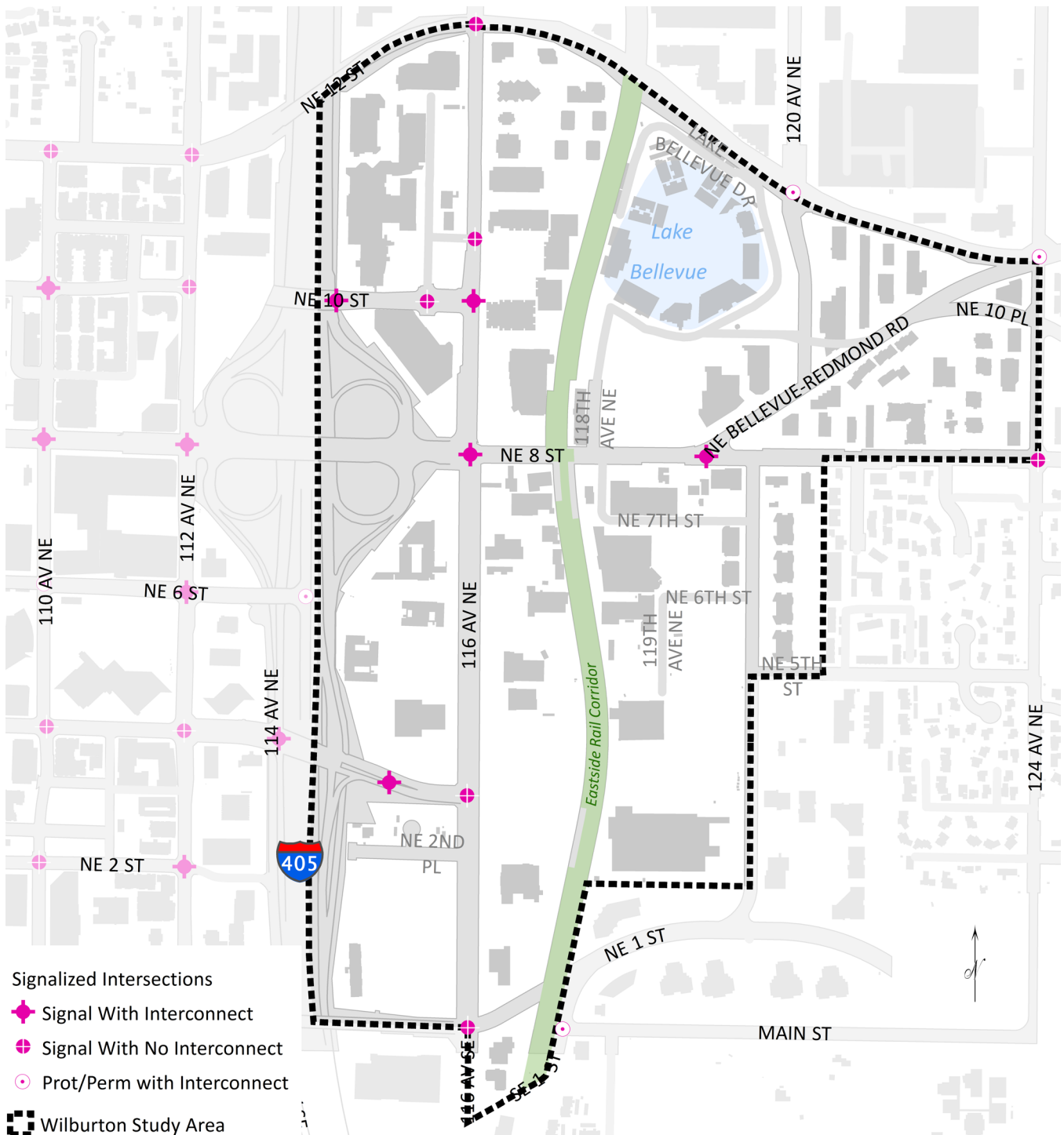


Figure 8.6 - Road Signalization

Public Transportation

Existing Bus Service

King County Metro's RapidRide B-Line carries passengers within the study area to Downtown Bellevue and Downtown Redmond via Crossroads and Overlake with stops along NE 8th Street at 116th/118th, 120th and 124th Avenues NE. Operating at 10 minute headways during peak hours, 15 minute headways during mid-day and evenings and about 30 minute headways in the early mornings and late evenings, the B-Line offers passengers convenient access to places along the corridor. RapidRide service also provides free Wi-Fi, real time bus arrival signs, well-lit shelters and integrated intelligent transportation systems that speed up travel and boarding times and enhance customer information.

Along NE 10th Street and 116th Avenue NE route 226 carries passengers from the hospitals to Downtown Bellevue or along NE 12th and Bel-Red Road to Interlake High School, Crossroads, Lake Hills, Bellevue College and the Eastgate Park & Ride. It operates on approximately 30 minute headways until 8:00 pm when it switches to 60 minute headways until 11:00 pm.

Also along NE 10th Street and 116th Avenue NE, routes 234 and 235 provide service to Downtown Bellevue and to Kirkland, Kenmore and Kingsgate at 15 minute headways most times of the day.

In the southern part of the study area along 116th Avenue NE just south of NE 4th Street, route 271 provides service to Downtown Bellevue and the University District in Seattle or to Bellevue College, Eastgate Park & Ride and Issaquah Transit Center at 10 and 15 minute headways throughout most times of the day. Route 887 also stops along 116th Avenue NE and provides weekday service to International School and to Downtown Bellevue, Bellevue High School, Factoria, Newport High School and the neighborhood of Newport Hills at limited times during the morning and afternoon.

No service exists along 116th Avenue NE between NE



Figure 8.7 - Rapid Ride Bus Stop on NE 8th Street

4th Street and NE 10th Street nor along 120th Avenue NE between NE 1st Street and NE 12th Street.

In Bellevue's Transit Master Plan, frequent service is called for along NE 6th Street from Downtown Bellevue across I-405 to 120th Street, then up to NE 8th Street and east to Crossroads. Frequent service is also planned across NE 10th Street and up 116th Avenue over to the Spring District in BelRed.

Future Light Rail

Light rail will cross I-405 on an aerial guide-way immediately south of and roughly parallel to the proposed extension of NE 6th Street. The guide-way will remain elevated throughout the Wilburton study area as it crosses over the future extension of NE 6th Street and continues north within the Eastside Rail Corridor. The study area will be served by three light rail stations when the system becomes operational in 2023: East Main, Bellevue Downtown, and Wilburton Stations (see map). The proximity of Wilburton Station to the study area and the future connection with a regional trail in the Eastside Rail Corridor likely makes it the primary station that will serve the focus area.

Wilburton Station will be an elevated structure with pedestrian access from the south end along NE 8th Street and from the north to the future regional trail. There will also be a designated walkway connecting to 116th Avenue NE to the west near the intersection with NE 10th Street. The quarter-mile radius (i.e. approximately a 5 minute walk) of the station includes most of the focus area and the northern half of the study area. Virtually all of the study area is encompassed within the one-half mile radius (i.e. approximately 10 minute walk) of the station. No parking is planned with the station; however, on the east side along 118th Avenue NE there will be a pick-up and drop-off area for automobiles and para-transit vehicles.

Bellevue Downtown Station is the next closest to the focus area. It is located immediately east of the Bellevue

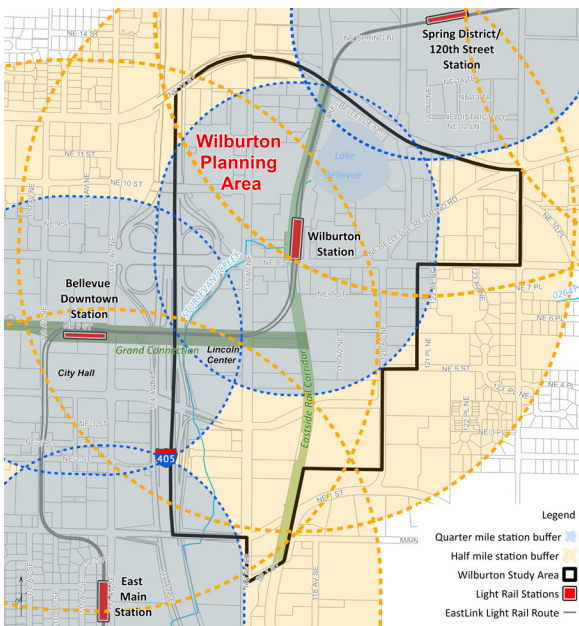


Figure 8.8 - Light Rail Station Map

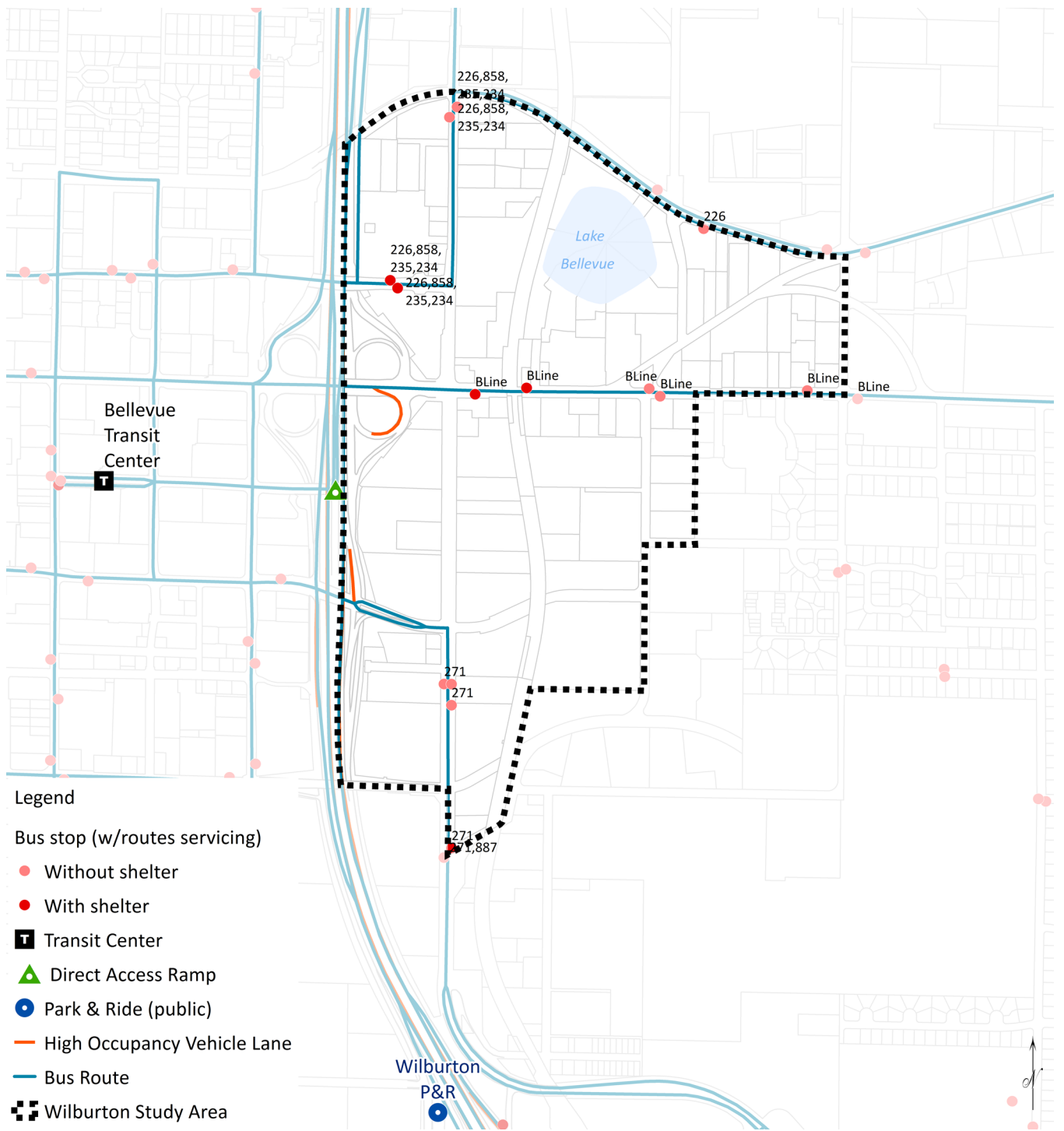


Figure 8.9 - Bus Service

Transit Center which provides bus connections to other parts of Bellevue, the Eastside and the region. The station emerges from the Downtown tunnel and ends in an elevated structure on the west side of 112th Avenue NE. The aerial guide-way then continues over 112th Avenue NE and I-405. The one-quarter mile radius extends east into the study area to about 116th Avenue NE and the one-half mile radius extends to the eastern edge of the study area (i.e. 120th Avenue NE). The potential service area of this station within the study area is completely overlapped by the service area of the Wilburton Station. The current lack of direct pedestrian connections across I-405 effectively precludes the potential for serving the study area. However, a planned extension of NE 6th Street to 120th Avenue NE would create the potential for this station to serve a portion of the Wilburton area, as well as the proposed Grand Connection, discussed later in this document.

The East Main Station has the potential to provide limited service to the southern portion of the study area via the Main Street crossing of I-405. The one-quarter mile and one-half mile radii from the East Main Station into the study area are virtually encompassed by the one-half mile radius from the Wilburton Station. East Main Station is located at-grade on the west side of 112th Avenue SE across from the Red Lion and Hilton Hotels.

Non-motorized Networks

Bicycle Facilities

Bicycle infrastructure is limited within the study area and fractured. A dedicated lane exists on 120th Avenue NE between NE 5th Street and just short of NE 8th Street. Additionally, a dedicated lane exists on the most recent to open segment of NE 4th Street between 116th Avenue NE and 118th Avenue NE. One dedicated lane terminates on the north side of NE 12th Street on 116th Avenue NE just at the perimeter of the study area.

Other facilities are provided on additional streets that include bicycle shoulders, shared shoulders, outside

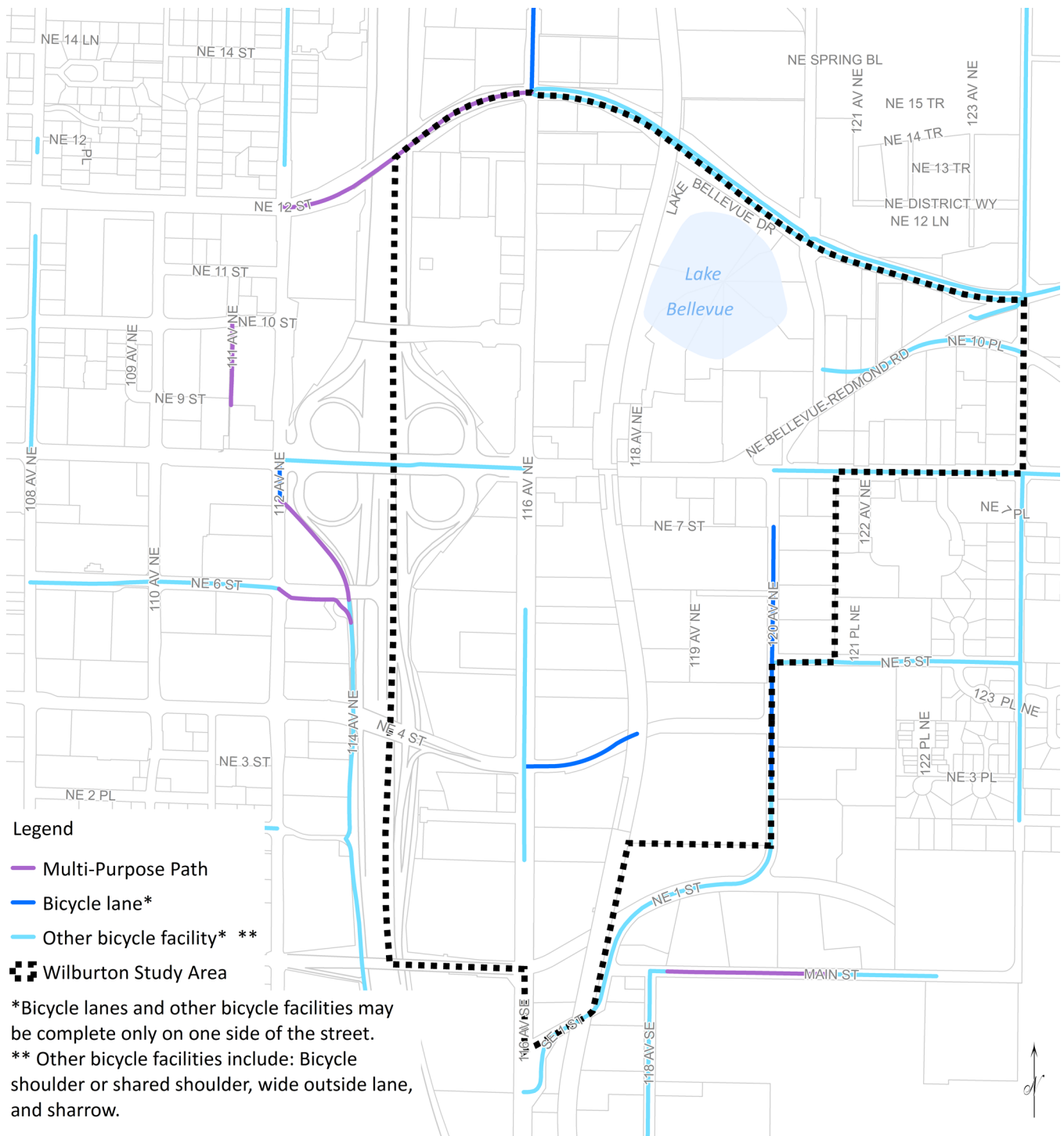


Figure 8.10 - Bicycle Infrastructure

lanes, or sharrows. These streets include NE 8th Street from 116th Avenue NE westward into Downtown, NE 8th Street at 120th Avenue NE into the Wilburton Hill neighborhood, portions of Bel-Red Road and NE 12th Street beginning at 116th Avenue NE and going eastward.

Pedestrian Facilities

There are existing sidewalks within the area, but a consequence of the large parcels, large blocks, and uses has created a limited pedestrian infrastructure. Nearly all streets in the study area have sidewalks but there is little consistency in the articulation of the streetscape. Much of the south side of NE 8th Street includes a planting strip and street trees, while the north side of NE 8th Street is absent of vegetation or buffer between the sidewalk and the street. Similar conditions exists on 120th Avenue NE, where the west side of the street includes planting strips, street trees and newer sidewalks, while the east side is lacking vegetation and buffer. Further south along 120th Avenue NE a more complete street scape exists on both sides of the street following the completion of Bellevue School District's bus maintenance facility. Newly opened NE 4th Street continues this complete streetscape of planting strips and street trees leading up to the I-405 overpass.

116th Avenue NE includes sidewalks but the planting buffer exists between the sidewalk and the developments rather than between the sidewalk and street. Crossing over NE 8th Street on 116th Avenue NE enhanced landscaping and buffers are provided along the hospitals. The west side of 116th Avenue provides a more complete streetscape extending up to NE 12th Street, while the streetscape on the east side is more fragmented and incomplete. As referenced in the design guidelines portion of this section, 116th Avenue NE has created new guidelines for pedestrian infrastructure and streetscape design in advance of future development.

For much of the remaining study area the pedestrian

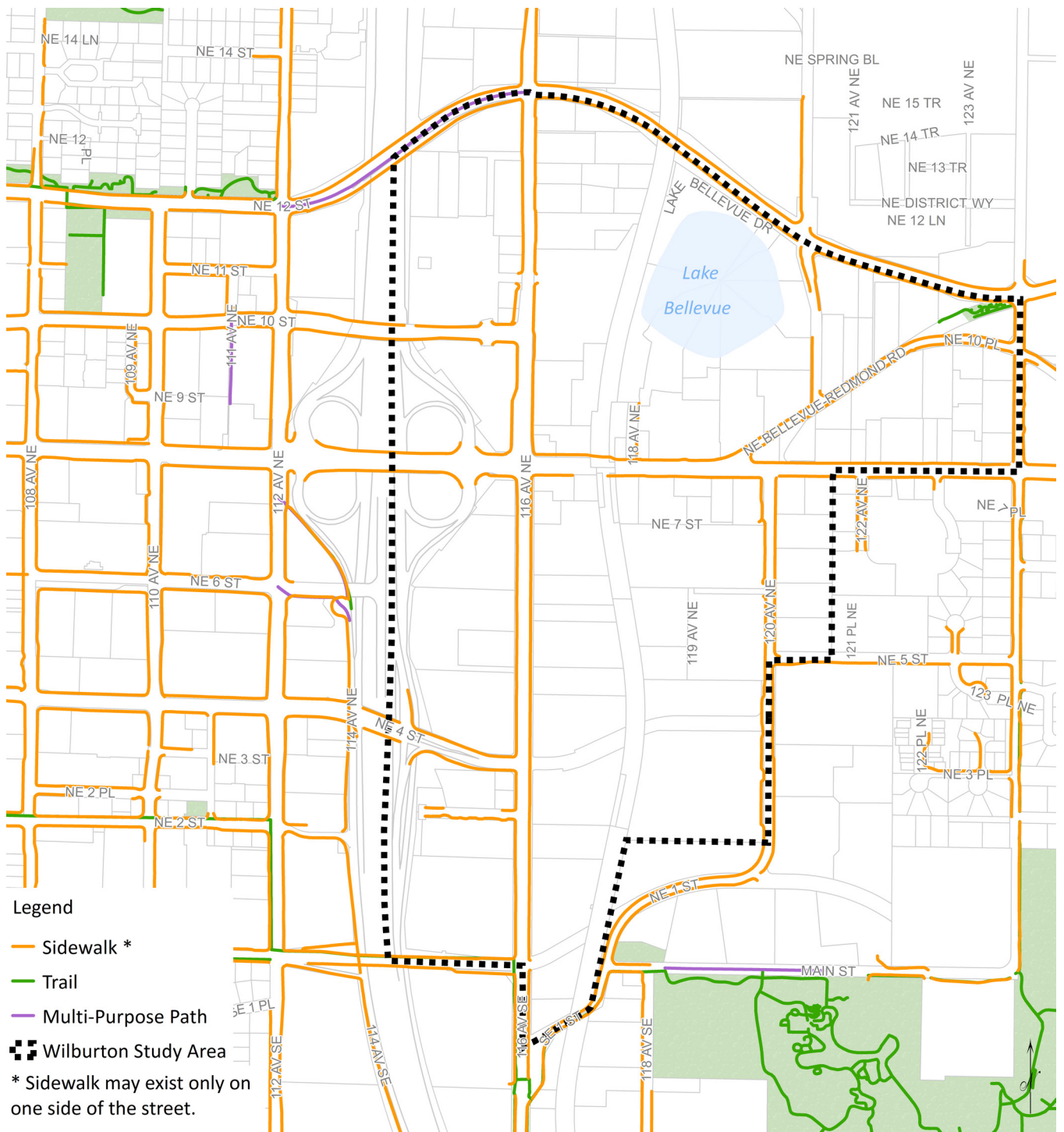


Figure 8.11 - Pedestrian Infrastructure

infrastructure is limited to only sidewalks, without additional streetscape elements. Once complete, the Eastside Rail Corridor will enhance pedestrian connectivity as well. As part of the light rail station and improvements there is currently a design proposal underway to provide a pedestrian bridge across NE 8th Street to provide access to the station and to allow movement of pedestrians across NE 8th Street.

Grand Connection

The Grand Connection

A Unique Experience and Landmark Vision

The Grand Connection is a vision of a non-motorized route that begins at Meydenbauer Bay and extends through Downtown, terminating in the Wilburton neighborhood. The eastern terminus will interface with the Eastside Rail Corridor. In addition to providing a unique pedestrian and cycling experience, the Grand Connection presents an opportunity to stitch together important neighborhoods and uses in Downtown.

Beginning at Meydenbauer Bay, the route extends through Old Bellevue and the Downtown Park connecting to Bellevue Way and traveling north to NE 6th Street. The route moves east along NE 6th Street and the Pedestrian Corridor connecting with the Transit Center and the Civic Center District. This portion of the route would work with existing infrastructure and existing pedestrian and bicycle plans.



Figure 9.1 - Grand Connection Conceptual Route



Figure 9.2 - Meydenbauer Bay to Downtown Park

From the Civic Center District there is no existing infrastructure that connects with the Wilburton Commercial Area. As part of the Grand Connection the vision is to connect the Civic Center District to Wilburton, interfacing with the Eastside Rail Corridor, with a significant landmark piece of infrastructure. The goal is to create a connection as much as it is a place, programmed with elements that encourage tourism and social interaction and engagement.

Grand Connection Segments

Meydenbauer Bay to Downtown Park

The Grand Connection originates at Meydenbauer Bay, and continues through Old Bellevue and the Downtown Park. This would include the Downtown Art Walk and would incorporate into existing and adopted plans for Meydenbauer Bay and the Downtown Park. Additionally, opportunities and funding exist to acquire the properties at the northeast corner of the Downtown Park and for a new entry and continuity with the route of the Grand Connection. This segment of the route may be challenged by constraints along 100th Avenue NE, the closure of 100th Avenue SE, and current issues related to parking demand in the Old Bellevue area. 102nd and 103rd Avenues NE may serve as the most likely routes through Old Bellevue and into the Downtown Park.

Downtown Park to Pedestrian Corridor

This segment begins at the northeast corner of the Downtown Park and extends up Bellevue Way. With several significant developments in the immediate area, including Bellevue Square, Lincoln Square and the Lincoln Square Expansion, there is a significant opportunity to better connect and incorporate the grand shopping street into the pedestrian experience. Furthermore the location of the Bellevue Arts Museum, the Art Walk, and principles of Great Streets Guidelines create opportunities to establish a unique theme that connects entertainment, shopping, and civic functions. The primary challenge will be coordination with the

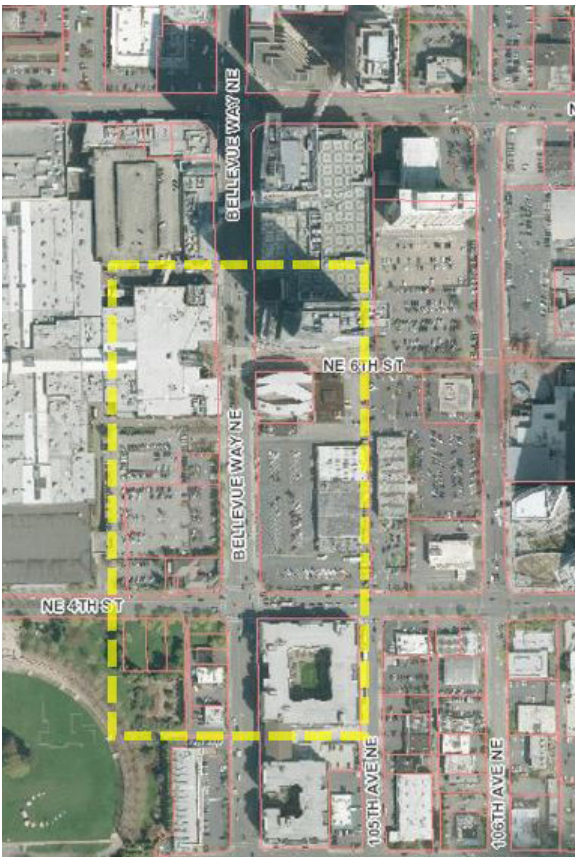


Figure 9.3 - Downtown Park to Pedestrian Corridor

significant developments in the area for a shared vision.

Pedestrian Corridor to 110th Avenue NE

The segment that starts at Bellevue Way and NE 6th Street represents the most complete vision in existence of the Grand Connection. A large portion of this segment contains the Pedestrian Corridor, which currently has been built out to about half of its potential to current design standards. The Grand Connection visioning offers an opportunity to realize the full potential of the Pedestrian Corridor through programming and enhancements. Additionally there are redevelopment opportunities for property and public spaces that could generate additional enhancements and themes in public spaces along the Corridor.

As the longest stretch of the Grand Connection it also has a number of challenges. The City owns very little property along this route, resulting in very little control on development and improvements of the corridor. In order to realize the full vision, support and cooperation will be necessary with the property owners along the Corridor. On the eastern edge of the corridor lies the Transit Center which is often seen as a barrier to pedestrians and would require improvements and enhancements to be more contiguous with the entire route. In order to maximize on any proposed programming or themes development will need to occur on many of the underutilized parcels as well, particularly on the eastern half of the super block between Bellevue Way and 106th Avenue NE. A pedestrian bridge is planned to connect Lincoln Square with Lincoln Square Expansion that will span across the Pedestrian Corridor. The property owner will be requested to work closely with the Grand Connection Visioning consultant to make improvements to the plaza level to ensure a high quality urban environment that remains publicly accessible.

Civic Center

The short segment between 110th Avenue NE and 112th Avenue NE possess a wealth of connectivity opportunities on the Pedestrian Corridor. With the

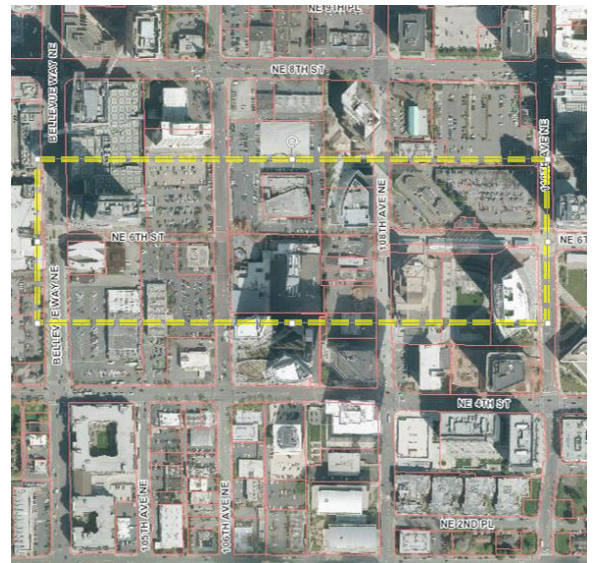


Figure 9.4 - Pedestrian Corridor to 110th Avenue NE

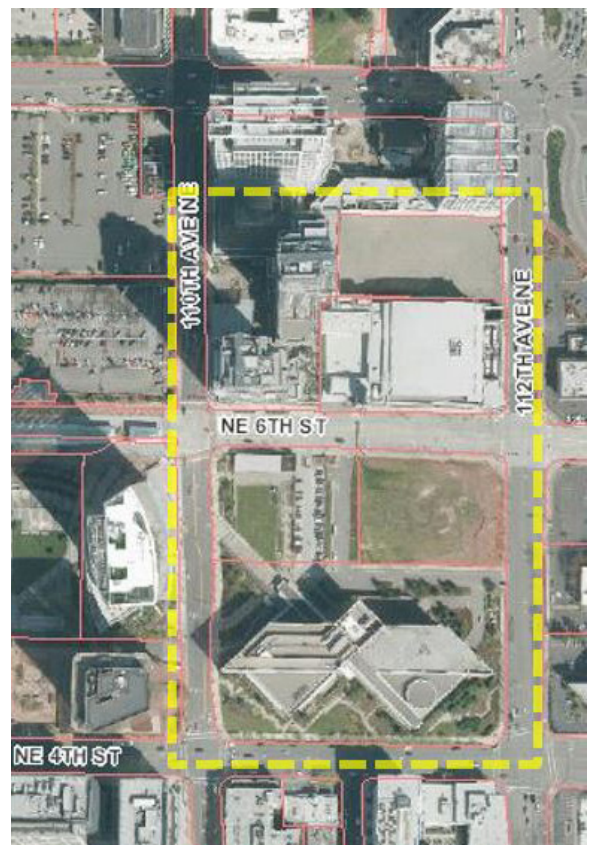


Figure 9.5 - Civic Center

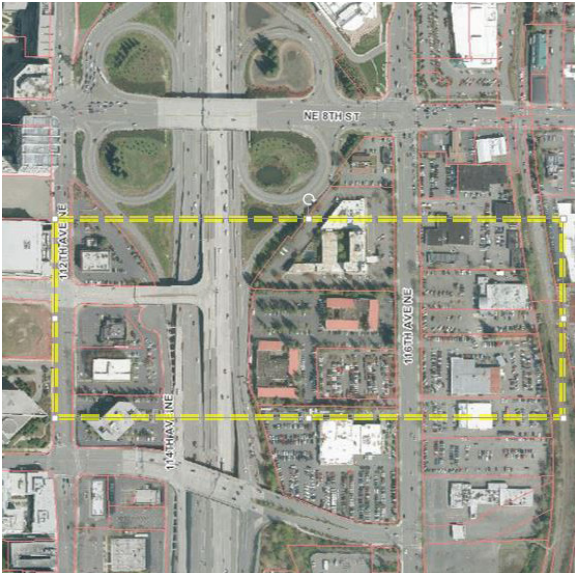


Figure 9.6 - Convention Center to Eastside Rail Corridor



Figure 9.7 - Developer Concept - Lid Over I-405

forthcoming East Link Light Rail station, City Hall, the Transit Center, and Meydenbauer Center, several civic and transportation functions could be incorporated into the Grand Connection. Additionally, improvements to City Hall plaza as a result of the light rail construction could represent early improvements in advancing the vision of the Grand Connection. As the eastern terminus within the Downtown Boundary, the collection of Civic functions and transportation connections creates an opportunity to establish a unique and iconic entry into Downtown. With a small number of property owners it should also simplify coordination in furthering the vision.

This segment is challenged in that its schedule will be determined by the improvements made for the East Link Downtown Station. Little to no improvements to the plaza or immediate surrounding areas could precede the light rail construction. Lastly naturally occurring topographic changes between 110th and 112th Avenues NE represent a challenge to ensuring access to users of all ages and abilities.

Downtown to Wilburton

The segment extending from 112th Avenue NE to Wilburton is the one segment that does not have its location or interface clearly defined. The vision is to create a significant piece of infrastructure that would span I-405 and interface with the Eastside Rail Corridor, but could be determined based on other infrastructure improvements. As such, connectivity to 116th Avenue NE and as part of a NE 6th Street extension could be potential alternatives. This segment does create the greatest potential for placemaking with several adjacent properties owned by the City and to connect Downtown and Wilburton. Interfacing with the Eastside Rail Corridor creates an opportunity to connect a regional (ERC) and local (Grand Connection) pedestrian and cyclist route. As such it will represent a significant component of the Wilburton-Grand Connection study.

A Fortified Framework

Water System

Pressure zone

The study area falls within pressure zone BV400 in the water system's West Operating area. The Bel-Red inlet supplies most of the water flow to this area due to its capacity and proximity. However, some flow may also come through the Cherry Crest inlet. Lesser amounts may come from other sources during high demands or if either the Bel-Red or Cherry Crest inlets are off-line.

Storage

Clyde Hill 390 and Cherry Crest are the two reservoirs that serve the area normally. During high demands Meydenbauer and Woodridge reservoirs also provide capacity. The area is served by gravity, except during summer peak hours when the Meydenbauer Pump Station is used to pull water from Meydenbauer Reservoir. This area has been identified as needing more storage and more inlet capacity in the near term. Water connection charges could be added for new development in the future to help cover costs of new infrastructure.

Pipe Capacity and Age

Relative to the rest of Bellevue, the Wilburton study area has a lot of water capacity, with 12" mains in 116th Avenue and NE 8th (east of 120th), and 16" mains in old Bel-Red Rd and NE 8th (west of 120th). Other streets in the area have lots of loops and have at least 8" mains generally.

The recent fire at the Ford Dealership provided a good test of capacity in the area. The Fire Department drew over 10,000 gallons/min at one point during that event and reported no problems. This would not be possible in many other locations.

Many water mains in the area are circa 1960-1962 cast iron pipe, particularly the larger 12" and 16" mains. Other areas may have developed later and have ductile iron from the 1970s or 1980s. There isn't as much AC pipe



Figure 10.1 - Gate Valve at Bel-Red Inlet Facility



Figure 10.2 - Clyde Hill 390 Reservoir Tank

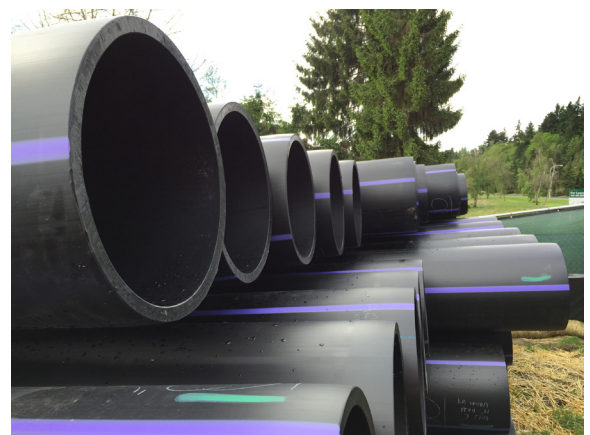


Figure 10.3 - Force Mains Awaiting Installation



Figure 10.4 - Example of Water Main Installation



Figure 10.5 - Hydrant Capacity Used to Fight Ford Fire



Figure 10.6 - Example Sewer Pump Station Drawing

as in other places, though there is some.

Water System Projects Planned in the Near Future

Three water supply projects are planned as part of the City's Capital Improvement Program. They are:

- CIP W-16: AC water main replacement in 116th Avenue from Main Street south to about SE 5th, tentatively scheduled for 2020.
- CIP W-103: Transmission capacity added from the East to the West Operating Area to make more water storage available.
- CIP W-104: Inlet capacity added.

Wastewater System

Sewer Basins

The area includes portions of the Mercer Slough (MRS10) and Lake Bellevue (LKB13) basins, plus many short sections of sewer main discharge directly into King County's Eastside Interceptor, which passes right through the middle of the area in the Eastside Rail Corridor. These are grouped together and designated as "Metro" basins MET51 and MET53.

Wastewater Facilities

The portion of the study area that falls within basin 10 flows to Bellevue's Bellefield Pump Station (being rebuilt now) and force main on 112th Ave, then to King County's Bellevue Trunk in Bellevue Way, to King County's Swayolocken Pump Station (east side of Bellevue Way at Mercer Slough & I-90) and finally to King County's Eastside Interceptor. All other sewage in the study area drains directly to King County's Eastside Interceptor in the Eastside Rail Corridor right-of-way.

Sewer System Projects Planned in the Near Future

Three major wastewater projects are currently underway that serve the portion of the Wilburton Study area in Basin 10. Flow criteria for both projects were increased during design, assuming that density would increase. Sewer connection charges may apply for benefiting

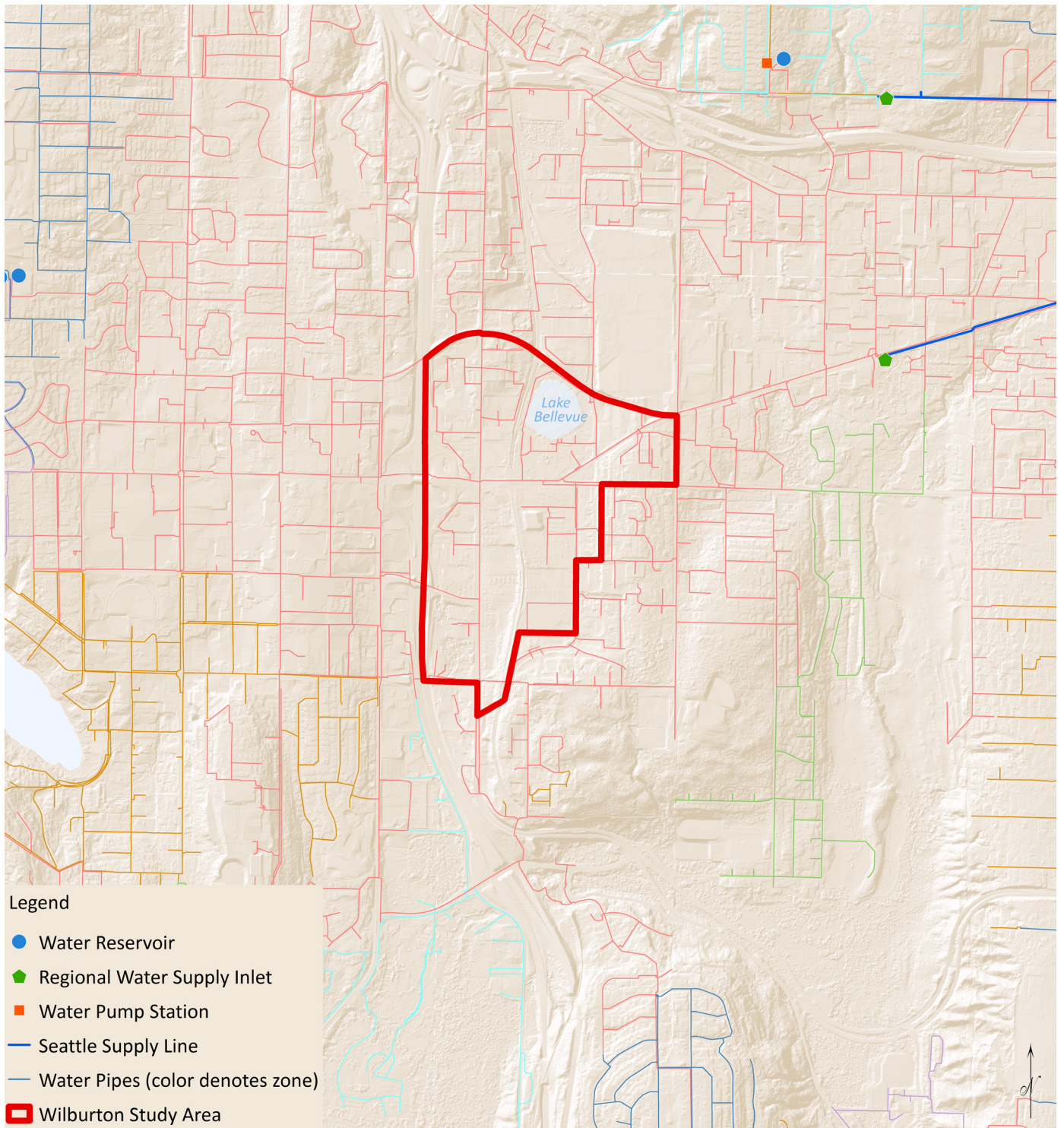


Figure 10.7 - Water Utilities

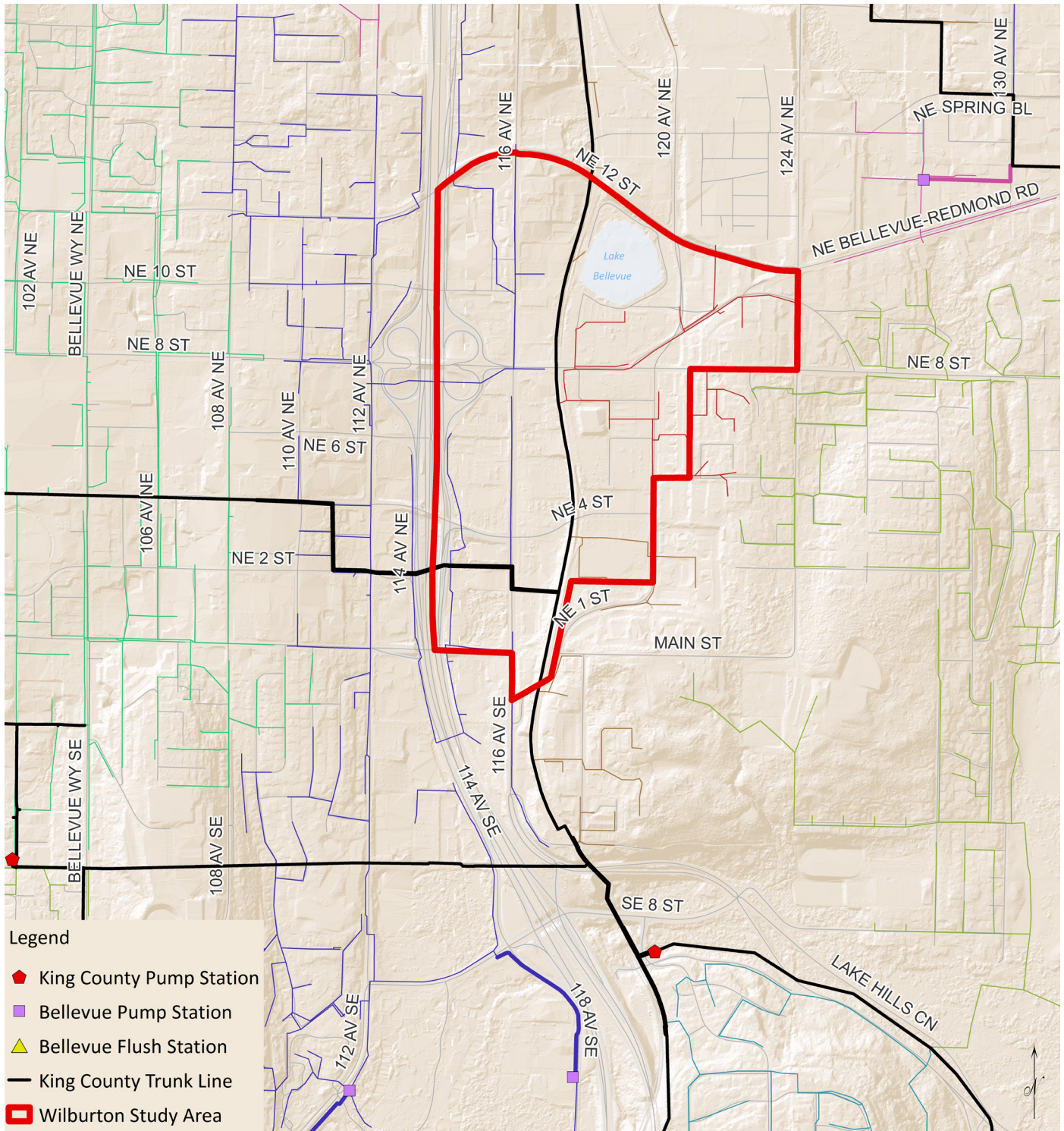


Figure 10.8 - Pump Stations

customers.

CIP S-52 East CBD Trunk Capacity Improvements: Currently under construction and expected to be on-line in mid-2016. Located in 112th Ave NE, outside the Wilburton study area, but benefits the area significantly.

CIPS-53 Bellefield Pump Station Capacity Improvements: Currently under construction and expected to be on-line in mid-2016. Located on 112th Ave NE outside the Wilburton study area, but benefits the area significantly.

CIP S-60 Wilburton Sewer Capacity Upgrade: Has been designed and already bid. Construction should start in early 2016 and is expected to take a couple of years. This includes pipe in 116th Avenue NE from to NE 8th Street to NE 2nd Place, then down along the west side of the Extended Stay America and Lexus Dealership, through an existing crossing under I-405, down 114th Ave NE, and down SE 8th to 112th, where it discharges to East CBD.

Just north of the Wilburton study area in basin LKB13, CIP S-63 is up-sizing sewers in 120th between the Spring District and NE 8th Street, to benefit that local area. It is being constructed in conjunction with Transportation work in the area.

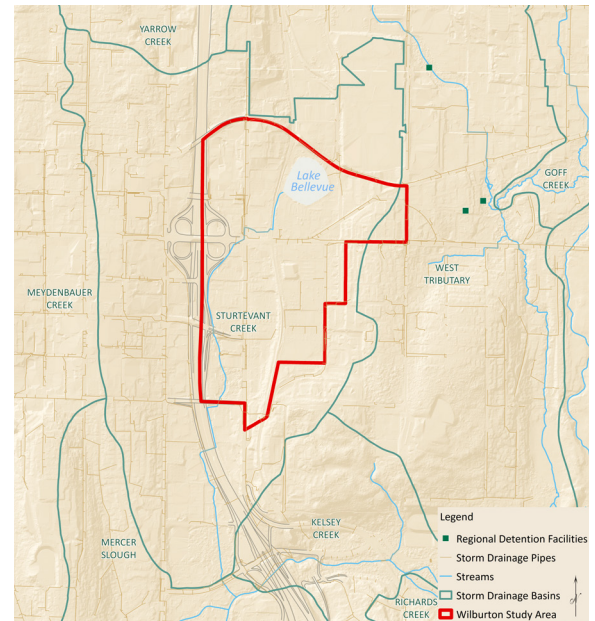


Figure 10.9 - Stormwater Systems

Stormwater System

All but seven and a half acres of the study area fall within the Sturtevant Creek Storm Drainage Basin, and the study covers over 30 percent of that drainage basin. The highest elevations (~214 feet) in the study area are found in the north near the intersection of NE 12th Street and 116th Avenue and in the east between NE 8th Street and Bel-Red Road. The lowest elevations (48 feet) are in the southwest corner of the study area where the wetland is located.

As shown in figure 10.9, over 73 percent of the study area is covered by impervious surfaces, 18.8 percent is pervious and the remaining eight percent is in open water, overwater structures or other surfaces. The majority of

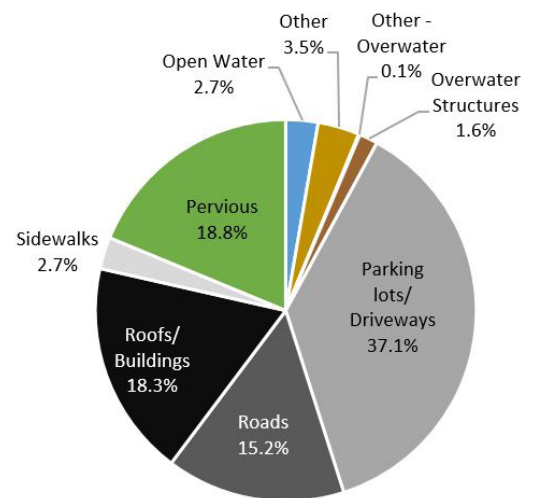


Figure 10.10 Surface Type Distribution

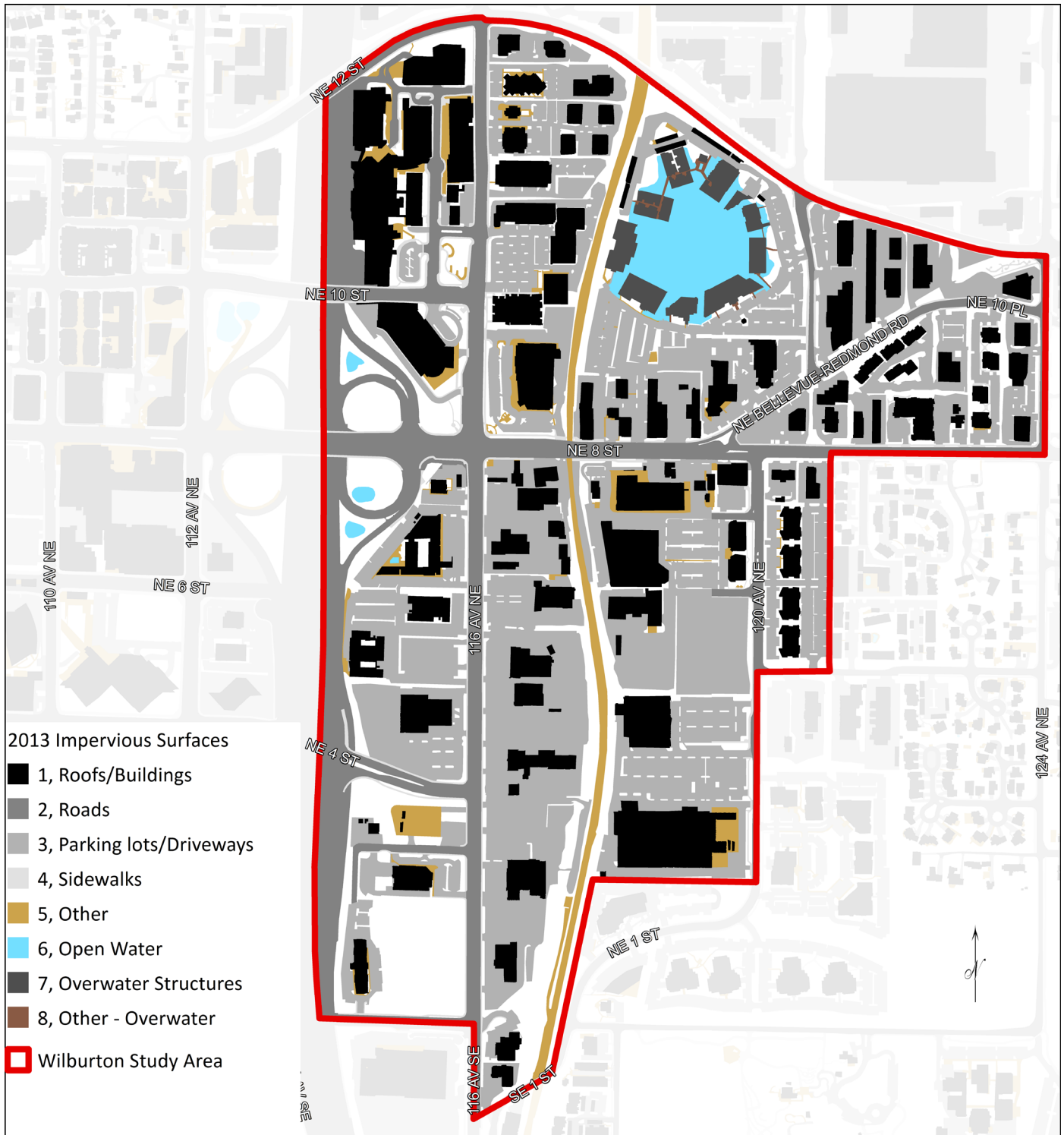


Figure 10.11 - Impervious Surface

impervious surface in the study area is parking lots and driveways, followed by roofs and buildings, roads and small fraction is sidewalks.

About 27,575 feet or 5.2 miles of storm drainage pipe and 2,174 feet of open water stream convey stormwater to the wetland in the southwest corner of the study area before it drains to the Mercer Slough and finally out to Lake Washington.

Flooding is an issue around Lake Bellevue when rainfall exceeds three inches over a 24-hour period. In the 1980s and 1990s flooding was also an issue along lower Sturtevant Creek, but it has since been resolved through the replacement and expansion of culverts at and just upstream of SE 6th Street.

Electricity, Gas & Fiber

Two electric transmission lines run through the study area. One 115kV line, owned by Puget Sound Energy, runs north to south along 116th Avenue NE, and one 230kV line, owned by Seattle City Light, runs along the Eastside Rail Corridor. Potential for expansion exists along the Eastside Rail Corridor.

Puget Sound Energy operates their Center distribution substation at the southwest corner of NE 4th Street and 116th Avenue, and their North Bellevue distribution substation is located northwest of 116th Avenue and NE 12th Street just outside of the study area. Both of these substations have potential for expansion in the future.

Puget Sound Energy has natural gas mains in the study area running along NE 8th Street from 116th Avenue east, along 116th Avenue from NE 8th Street north, and along NE 12th Street from 116th Avenue west.

City owned fiber optic cables run north to south through the study area along 116th Avenue NE and along 120th Avenue NE and NE 1st Street south of NE 8th Street. Fiber optic cable also runs east to west through the study area along NE 8th Street and two inch fiber runs along NE 4th Street between 116th and 120th Avenues.

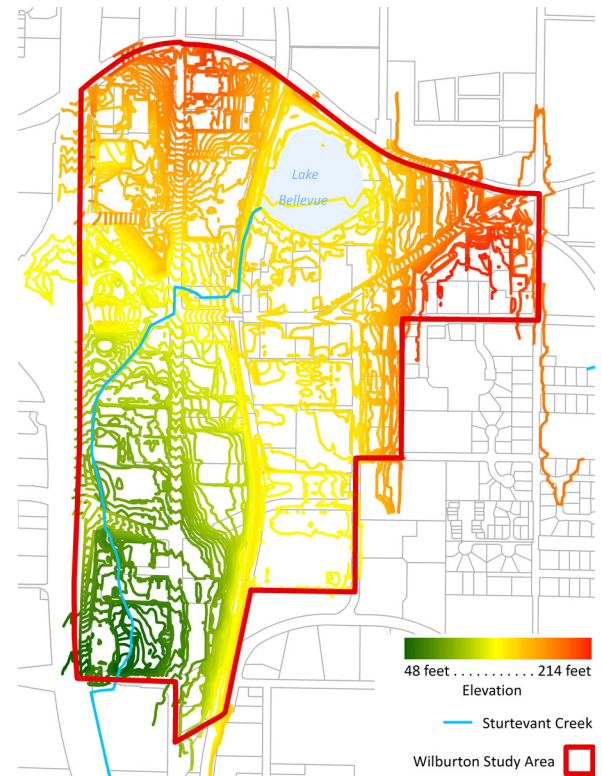


Figure 10.12 - Elevation

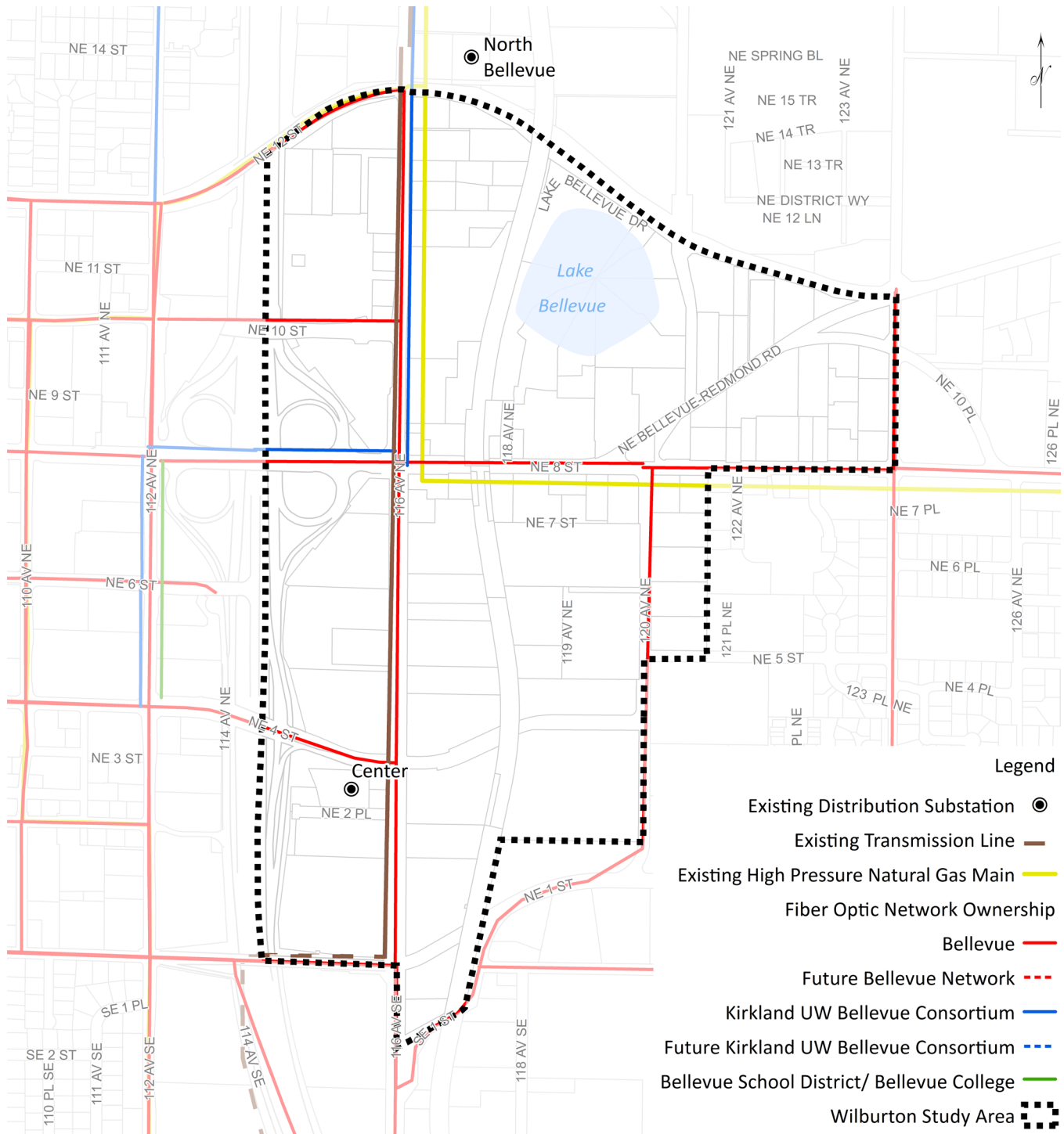


Figure 10.13 - Electric, Gas and Fiber Facilities

What is Allowed Currently

Zoning

The study area is a patchwork of various zoning with some more predominate than others. Office-Limited Business (OLB) zoning makes up most of the area west of 116th Avenue NE. The hospitals are the only exception, which are zoned Medical Institution (MI). The area south of NE 8th Street and east of 116th Avenue NE is primarily zoned General Commercial (GC), with the exception of a small pocket just south of NE 8th Street and east of 120th Avenue NE that is zoned Office (O).

The area north of NE 8th Street and east of 116th Avenue NE is a more diverse patchwork of zoning. The northeast corner of the area bound by 116th Avenue NE, 120th Avenue NE, NE 12th Street and NE 8th Street is zoned Bel Red Medical Office-1 (BR-MO-1). The BelRed subarea and accompanying zoning regulations were adopted by Council in 2009. Higher density zoning was applied in advance of the selection of the light rail station location to ensure that the areas around either potential location of the light rail station would receive adequate density that is supportive of transit. The northeast corner of the Lake Bellevue area is zoned Bel Red Residential (BR-R) with the remaining area bound by the aforementioned streets zoned Bel Red General Commercial (BR-GC). The small wedge bound by NE 12th Street, 120th Avenue NE and Bel Red Road is also zoned BR-GC. The area bound by 124th Avenue NE, NE 8th Street, and Bel Red Road is a mix of GC, R-20, R-30, O, and Professional Office (PO) and represents the most diverse zoning area in the study area. A full zoning map of the study area can be found in Figure 11.1.

Permitted Uses

Allowed uses vary highly throughout the study area. Primarily the zoning allows and encourages for general commercial services, office, medical related office, and some residential. Other uses are allowed through the City's Administrative Conditional Use, or Conditional

Use process, with a full list of permitted uses found in the City's Land Use Code.

Density and Dimensional Requirements

Existing maximum building height varies throughout the study area. Figure 11.2 provides a summary of the dimensional requirements for the zoning. Much of the Bel-Red zoned properties differ greatly from the remaining properties. These properties do not have required setbacks, and only require some stepbacks when the building is of a specific height and within a certain distance of the property line. Additionally the building heights and maximum Floor Area Ratio (FAR) are dictated by participation in the FAR Amenity Incentive System. This system requires the provision of certain amenities that benefit the public in exchange for increased height or density.

The remaining properties in the study area have typically similar dimensional requirements for setbacks, building height and lot coverage. These properties represent less opportunities for density than those under Bel-Red zoning. The maximum building height for most of the study area is between 30 and 45 feet, with Professional Office representing the lowest at 20 feet and Bel-Red Medical Office the highest at 150 feet. Lot coverage for properties not in the Bel-Red zoning is also substantially lower at 35 percent compared to 75 percent for those in Bel-Red.

116th Avenue NE Design Guidelines

In 2015, 116th Avenue NE, from Main Street to NE 8th Street went through a streetscape design study. This work was the initial step towards making improvements in the area that anticipated land use and urban design changes. The proposed changes were intended to improve public spaces and create a greater sense of community pride to assist in advancing the redevelopment process.

The existing typical conditions of 116th Avenue NE are

Land Use Classification	Professional Office		Office		Office/Limited Business		General Commercial		Residential		Bel-Red Medical Office		Bel-Red Residential		Bel-Red General Commercial	
	PO	O	OLB	GC	R-20	R-30	BR-MO-1		BR-R		BR-GC					
Dimensions																
Minimum Setbacks of Structures (feet) Front Yard	30	30	50	15	20	20	0		0		0					
Rear Yard	25	20	30		25	25	0		0		0					
Side Yard	20	20	30		5	5	0		0		0					
2 Side Yards	40	40	60		15	15										
Minimum Lot Area Acres (A) or Thousands of Sq. Ft.					8.5	8.5										
Dwelling Units per Acre	10	20	30		20	30										
Minimum Dimensions (feet) Width of Street Frontage			200		30	30										
Width Required in Lot			200		70	70										
Depth Required in Lot					80	80										
Maximum in Building Height (feet)	20	30	45	30	30	40	Base 45	Max 150	Base 30	Max 45	Base/Max 45					
Maximum Lot Coverage by Structures (percent)	35	35	35		35	35	75		75		75					
Maximum Impervious Surface (percent)	80	80	80	85	80	80	75		75		75					
Gross SF/Floor Above 40 ft. (gsf/ft)							Non Residential 28,000	Residential 28,000/12,000								
Gross SF/Floor Above 80 ft. (gsf/ft)							28,000	9,000								
Floor Area Ratio (FAR)							Base 1.0	Max 4.0	Base 1.0	Max 2.0	Base/Max 1.0					

*Reference Bellevue Land Use Code for full information and applicable footnotes

Figure 11.1 - Land Use Code Dimensional Standards

comprised of six 11 foot wide lanes and a 6.5 foot walk zone on the east and west sides of the street. The curb-face to curb-face dimension is 66 feet.

To advance the vision of a more compact and pedestrian oriented scale new design guidelines were established. These recommendations include the removal of two travel lanes and the inclusion of bike lanes in both directions, a new median as part of the center turn lane, on street parking, a planting zone, and wider sidewalks.

Particular emphasis was given to the relationship of the sidewalk to the building in order to advance the vision of a more walkable street. Additional elements considered and recommended were mid-block crossings, street furnishings, pedestrian-scaled lighting, paving, and low impact development opportunities. The full document, 116th Avenue NE Streetscape Plan, can be found on the City's Wilburton-Grand Connection website at:

<http://www.bellevuewa.gov/grand-connection-materials.htm>

Comprehensive Plan

Land Use Designations

Several Comprehensive Plan policies influence and direct the opportunity for change in the Wilburton Commercial area, and preservation of the surrounding neighborhood character. These policies include, but are not limited to the following:

- **Policy S-WI-7:** Provide for medical institution development within the area bounded by NE 8th and NE 12th Streets, 116th Avenue NE and I-405.
- **Policy S-WI-20:** Encourage multifamily development to provide adequate play areas and other amenities for families.
- **Policy S-WI-22:** Seek affordable and “work force” housing in new mixed use developments through regulatory and incentive approaches.

“Today the Wilburton Subarea is centrally located in Bellevue. Access to I-405 and the Downtown makes the Subarea a desirable place to live and work. Jobs, stores, schools, and community parks are convenient and accessible. Combined, these amenities have greatly enhanced the quality of life for both residents and business owners.”

-Comprehensive Plan

- **Policy S-WI-26:** Improve local access, street system connectivity and traffic flow by providing additional east-west transportation connections, including an arterial street connection at NE 4th Street between 116th and 120th Avenue NE and HOV and non-motorized access at NE 6th Street between Downtown and 120th Avenue NE.
- **Policy S-WI-25:** Require new commercial developments to provide internal streets and adjoining lot connections, where appropriate, to reduce arterial street connections and turning movements.
- **Policy S-WI-27:** Coordinate off-street biking and walking facilities with on-street walking and biking facilities to provide safe connections to destinations such as schools, parks, shopping, and transit service.
- **Policy S-WI-28:** Improve arterial streets to provide enhanced pedestrian and bicycle access, safety and comfort throughout the non-residential areas of the subarea.
- **Policy S-WI-29:** Make use of available right of way space to develop north and south bicycle lanes or additional traffic lanes on 116th Avenue NE if use of the auto delivery zone is discontinued.
- **Policy S-WI-30:** Where capital projects are not imminent, encourage the City to make interim improvements for non-motorized transportation.
- **Policy S-WI-31:** Recognize the transportation and recreation uses under consideration for the BNSF rail corridor when considering public and private improvements adjacent to the corridor and preserve the opportunity for future multi-modal transportation use and access.
- **Policy S-WI-40:** Retain, reveal, and enhance the views of prominent land forms, vegetation, watersheds, drainage ways, Downtown and

significant panoramas in the Subarea.

- **Policy S-WI-41:** Improve the appearance of public streets by completing the sidewalk system and adding pedestrian amenities such as benches, bus shelters, public art, and landscape barriers where appropriate.
- **Policy S-WI-42:** Develop street plans for arterial streets and non-residential areas. Investigate ways to encourage property owners to implement the City's street tree plan.
- **Policy S-WI-48:** Promote pedestrian amenities which include the provision of sidewalks, street trees, landscape strips, and bus passenger shelters. Building facades should have awnings, windows, offset, and material texture or color that add interest for the passing motorist and pedestrian. Signage should be integrated with building design.
- **Policy S-WI-50:** Apply the Public Places and Connections policies from the Urban Design Element of the Comprehensive Plan and the attached Conceptual Design Plan to the NE 8th Street Corridor.
- **Policy S-WI-51:** Encourage buildings developed in the Auto Row area, bounded by I-405, NE 8th Street, 120th Avenue NE and SE 5th Street, to enhance the area's urban design character and pedestrian environment. Buildings should be sited near the street front, with limited intervening surface parking, and include street oriented pedestrian entrances. Where buildings are visible from streets and pedestrian corridors they should be designed with visual interest and landscaping.

Council Vision

The direction of the project has been defined by the Council Principles set forth on December 7th, 2015. These principles are as follows:

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 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, and that it positions the corridor to serve as both a memorable and transformative public space as well as a 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, Bel-Red, 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 Plan.
11. **Timing.** Explore means by which key elements of the vision can be in place by 2023 initiation of the 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.



Department of Planning and Community Development