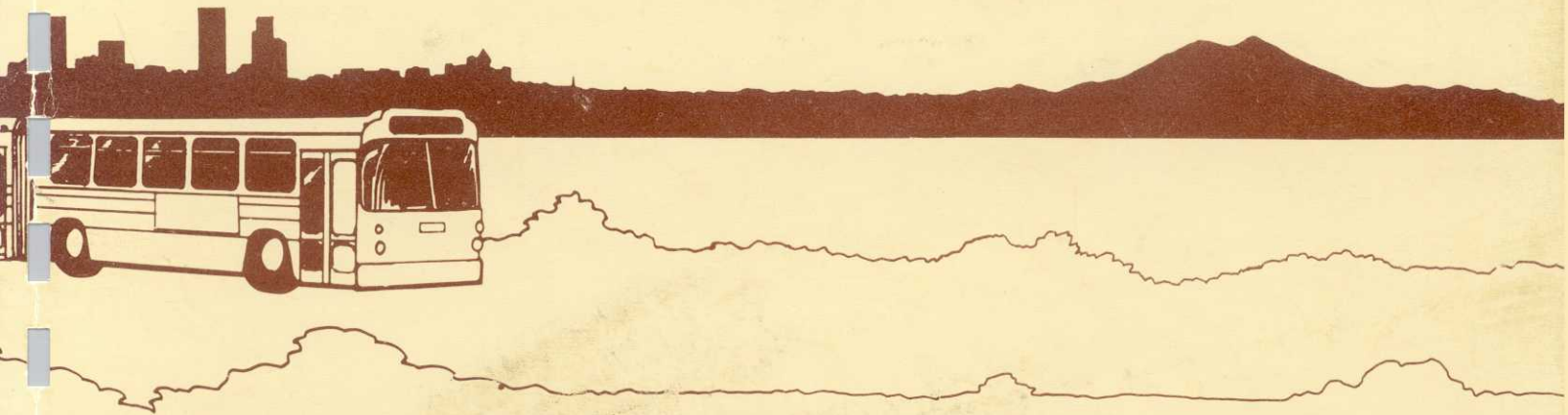


SUBURBS — THE TRANSIT CHALLENGE OF THE EIGHTIES



The Metro/Bellevue Transit Service Incentive Agreement

October, 1981

Municipality of Metropolitan Seattle

SUBURBS - THE TRANSIT CHALLENGE OF THE EIGHTIES
The Metro/Bellevue Transit Service Incentive Agreement

Prepared for the:
American Public Transit Association
Issues In Suburban Service
Chicago, Illinois
October 10, 1981

Submitted by:

Jerry Dow

Manager of Transit Development
Municipality of Metropolitan Seattle (Metro)

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To the Reader:

Statistics tell us that nearly half the country has moved to the suburbs. One of the challenges facing public transportation agencies across the United States is to provide efficient service to areas designed for access and mobility by the personal car. Suburban cities like Bellevue, Washington have growing job markets that are not easily served by transit because of their low density land use.


In planning suburban service for the 1980s, Metro realized that just putting service out in the suburbs was not going to attract riders in markets oriented to the car. Land use, something over which Metro had no control would determine the ultimate productivity of the service. Metro policymakers began to question how they could best influence land use decisions.

At the same time, civic leaders of Bellevue, a city located to the east of Seattle, recognized that their city had outgrown its suburban characteristics and that its orientation to the car was stymieing its growth potential. In discussing these problems; Metro, the City and Bellevue's business community realized they would have to work together to come to a mutually beneficial solution. Metro was unwilling to increase service unless downtown Bellevue increased its employment density and decreased the amount of free parking. The City did not want to lower their parking requirements and not have any bus service available. The business community needed a guarantee, "something they could take to the bank", they said to show how people would be able to get to their buildings with less parking.

From these discussions, evolved the idea of the incentive agreement - a quid pro quo whereby numerical relationships could be established between bus service, parking ratios and employment densities.

This report contains a recent report made to APTA's Suburban Issues Subcommittee in Portland, Oregon, a copy of the Agreement, reference material as well as the press coverage we have received to date.

For those wishing more information, please feel free to contact me at 206/447-6627.


Jerry Dow, Manager
Transit Development

JD:cmc

MEETING THE SUBURBAN TRANSIT/LAND USE CHALLENGE:
The Metro/Bellevue Transit Incentive Agreement

Prepared for the:

American Public Transit Association
Suburban Issues Subcommittee Meeting
Portland, Oregon
August 20-21, 1981

Submitted by:

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August, 1981

MEETING THE SUBURBAN TRANSIT/LAND USE CHALLENGE:

The Metro/Bellevue Transit Incentive Agreement

Introduction

Automobiles are a hard act for buses to follow, especially in America's suburban communities. But follow they must, for the suburban dream with its promise of clean air, wide open spaces and free, off-street parking has drawn nearly half of the country's population to its manicured lawns.

Meeting the public transportation needs of suburban areas is both a challenge and nemesis facing transit agencies across the country. Suburban communities with their growing populations and political clout are demanding that a "fair share" of metropolitan transit services be oriented to their own sprawling cities and job centers. Traditional transit planning methods, however, will not be enough to ensure productive, convenient service. Innovative and unique methods will have to be used to fit transit into these newer cities designed around the car which, historically, have generated low transit ridership and have been difficult to serve by conventional means. Transit, however, need not always "follow." For its own part it can take a more aggressive stance on influencing the direction of suburban land use development such that the services it does provide have a better chance of succeeding.

Faced with the problem of serving one suburban community, the Municipality of Metropolitan Seattle (Metro) decided to make a deal with the City of Bellevue, the second largest city in its service area. Known as the "transit service incentive agreement", Bellevue can earn up to 10,000 additional bus hours over a two year period if new developments are built with reduced parking ratios and employment density increases in its downtown area as projected.

The agreement recently signed by Metro and the City of Bellevue represents only one element in Metro's plan to add a multi-centered suburban activity center oriented system to its predominantly radial transit system currently centered on downtown Seattle.

This paper describes the transit/land use relationship, Metro's plans for serving the suburbs over the next decade and the details of the Metro/Bellevue incentive agreement.

The Transit/Land Use Relationship

Efficient, productive transit service depends on land use patterns that concentrate demand, the antithesis of the suburban environment. In general, transit systems flourish in a milieu of higher residential and employment densities and wither in a low density environment. An active, growing healthy CBD favors transit: sprawling shopping centers and office parks do not.

A common misconception is that transit can solve the air pollution and traffic congestion problems of modern day suburbia. But...transit can only do so much on its own. It needs the help and cooperation of others if it is to attract more people out of their cars.

Many factors influence an individual's decision to use public transportation services. Transit agencies can exert direct control only over those elements pertaining to system operations, planning and administration. In other areas, transit may have no direct control, but is in position to exert some influence on those factors typically beyond its normal jurisdiction. Land use planning, together with the development of appropriate land use goals, policies, objectives and, in particular, the legal ordinances which support them,

are arenas in which transit can and should begin to exert a greater influence.

Ironically, transit has often been criticized by those entities which were in the best position to exercise direct control over those factors which could have led to an environment more conducive to the use of transit. Local governments, for example, have been aware too late (or are as yet unwilling to recognize) that by permitting low density residential and commercial development to occur, they were creating conditions that were difficult for transit to serve in an effective manner.

It is simple for city leaders to say, "We want transit to carry X% of the commuter traffic." However, it takes a bigger commitment to achieve the necessary land use modifications, backed by strong land use plans, policies and ordinances in order to reach that objective. In the end, it will be the prevailing land use pattern that determines the ultimate potential of transit. A case in point is Bellevue, Washington.

Transit Goes to Bellevue

Bellevue, Washington started out as a bedroom community of Seattle, east of Lake Washington. When Bellevue incorporated in 1953, it had a population of 6,000 people, most of which depended on the Seattle job market. Today, with a population of 75,000 and an employment base of 42,000 it is Washington's fourth largest city and is still growing rapidly. Employment in the central business district is estimated at 12,000 and projected to reach 22,500 by 1990. Downtown Bellevue has an employment density of 30 employees per acre overall and rises to 48 employees in its core area. By way of comparison, downtown Seattle has an employment density of 650 employees per acre.

With its wide arterial streets, dispersed development, few crosswalks and fewer pedestrians, Bellevue stands as typical of suburban communities all over the United States. Surface parking consumes more than 70 percent of the 430 acre area designated as downtown Bellevue and provides about one free parking space per employee. More than 25 percent of downtown traffic comes from people moving their cars from parking lot to parking lot. Less than five percent of people going to Bellevue's central business district take the bus, as compared with 40 percent to downtown Seattle.

In trying to find the best way to serve downtown Bellevue, Metro first experimented with Bel-Hop, a program in which buses circulated along a downtown loop on 10 minute frequencies. The buses lumbered around empty for most of Bel-Hop's 9-month life before the City Council quietly killed it. But the transit/land use lesson was pounded home: the surrounding land use must support bus service. Buses alone, wandering through a sea of free parking, won't attract riders.

Meanwhile, Metro was formulating a more comprehensive approach on several fronts. Early in the planning process of Metro's comprehensive plan for the 1980s (the 1990 Plan), consultants recommended that transit service improvements be linked to land use density, thus providing local jurisdictions which want transit service an incentive to actively pursue efforts to concentrate employment and residential activity.

In addition, Metro and the King Subregional Council of the Puget Sound Council of Governments (PSCOG), a four-county regional planning agency, identified the development patterns and associated land use policies necessary to support transit service. The resulting King Subregional Plan was one which had a very distinct transit flavor as evidenced by the following example:

It is in the public interest to promote regional and subarea patterns and levels of development which are conducive to efficient and productive transit service.

This plan helped to set the tone for land use plans of suburban jurisdictions desiring increased transit service in the future.

Bellevue's civic leaders also recognized that the City's land use plan that won them national recognition in the 1960s as the "All American City" was strangling their growth potential.

"There's no way that any downtown can have vitality and density and have streets wide enough to accommodate all the cars," explained Nancy Rising, executive director of the Bellevue Downtown Association. "There's no place for the buildings."

Late last year, the Bellevue City Council adopted a new land use plan for the CBD that was endorsed by the downtown business community, residents and Metro. The plan mandated that areas of the central business district may be more intensely developed to facilitate public transit and pedestrian circulation as a primary mode of travel. A newly passed zoning code puts the teeth into these goals stipulating a major reduction of parking and allowing increased employment densities in the CBD while restricting office development elsewhere in the city. A special core area within the CBD was designated to be the area of most intense use.

The new parking ordinances made three important changes:

1. Minimum parking requirements were drastically lowered.

Prior to the adoption of the new code, for example, an office building having less than 100,000 square feet had been required to have at least five (5) parking spaces per 1,000 square feet. Buildings with over 100,000 square feet had been required to have at least 3.3 spaces per 1,000 square feet. These minimum requirements were reduced to 2 spaces per 1,000 square feet.

2. Maximum parking requirements were established. The

City Council adopted maximum requirements slightly lower than the present level of demand. For example, the maximum for office use was set at three (3) spaces per 1,000 square feet, whereas City staff felt that the demand was about 3.3 spaces.

3. A developer can propose providing parking at less than the minimum requirement level, if the proposal includes programs to encourage use of transit and carpools.

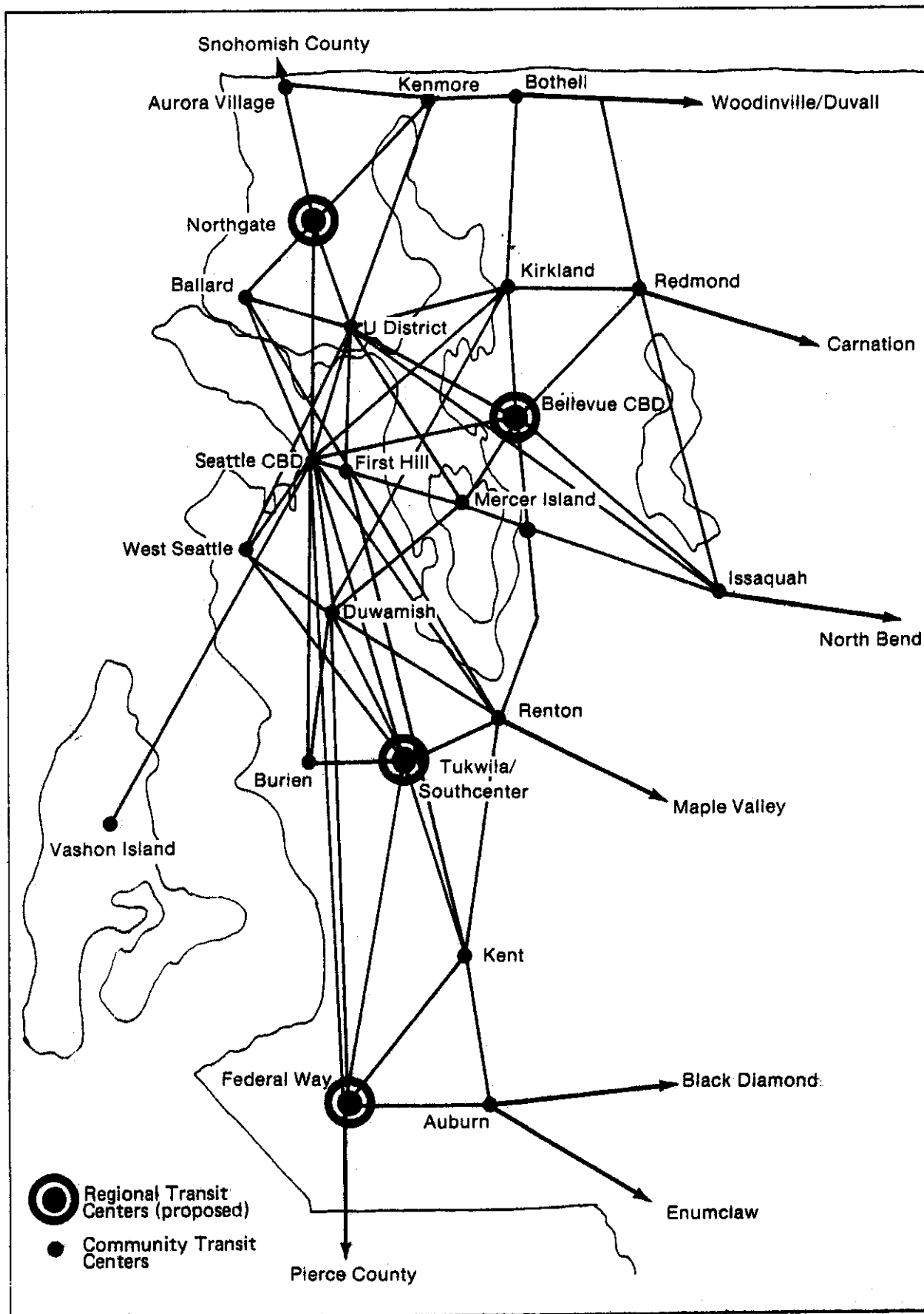
The 1990 Plan

Metro's plans for serving the suburbs during the next decade were mapped out in its recently adopted comprehensive plan called "The 1990 Plan." The plan spelled out a unique incentive service agreement opportunity whereby Metro would, on a negotiated basis reward (with more service) the results of actions taken by those jurisdictions that help create an environment more conducive to the use of transit.

In addition to the "incentive" service component of the Comprehensive Plan, Metro intends to service the travel requirements of its suburban and rural communities through the development of an integrated, multi-centered transit system. This system, utilizing transit centers on a variety of levels -- regional transit centers, community transit centers, traditional park-and-ride lots and freeway express stops, would provide direct or improved service connections to many different employment and activity centers throughout the country. (Figure 1)

To begin building a network of suburban service, Metro has already implemented an extensive spine route connecting local routes, park-and-ride lots and several cities. The route runs on half-hour frequencies covering over 40 miles along Interstate 405.

FIGURE I
1990 SERVICE ORIENTATION OVERVIEW



However, the vast majority of Metro's system is oriented to Seattle's Central Business District (CBD). With few exceptions, other activity centers have been served only incidentally along the way, leading over the years to a basic radial system.

During the 1980s Metro intends to provide more service to suburban/rural residents through regional and community transit centers and timed-transfer operations. Four "regional" transit centers are proposed in the Metro Plan and will be located in downtown Bellevue and other areas where significant office and retail development has occurred and is anticipated to continue growing. (Figure 1)

An interim version of the Bellevue regional transit center is scheduled to begin operation in February. The regional centers would serve as transit service focal points for these areas which themselves are becoming regional destinations, and to facilitate convenient transfers between conventional transit and/or "paratransit" services. Figures 2 and 3 show how regional and community transit centers might appear if integrated at a scale appropriate to surrounding activities.

In addition to the above, Metro currently operates, contracts out, or monetarily supports a variety of "paratransit" services -- subscription routes (bus pools); contract van routes (a few

Figure 2: Regional Transit Center

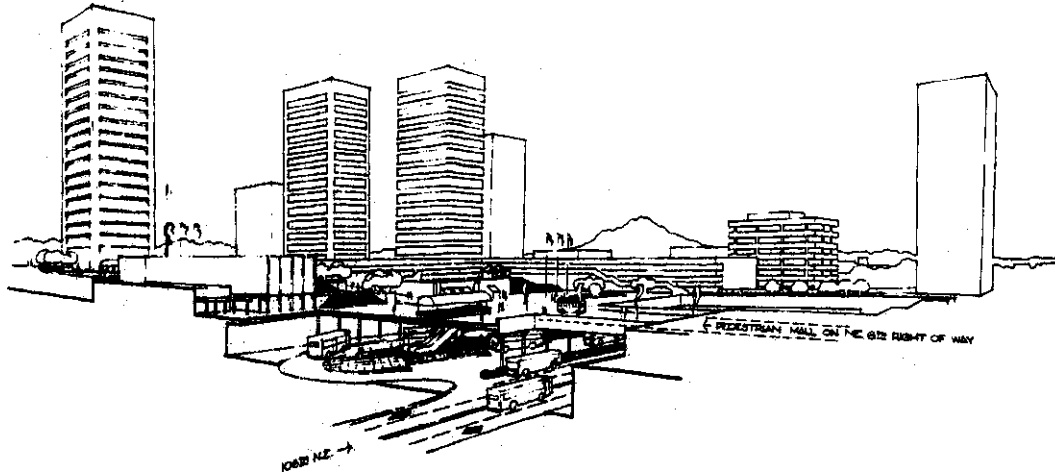
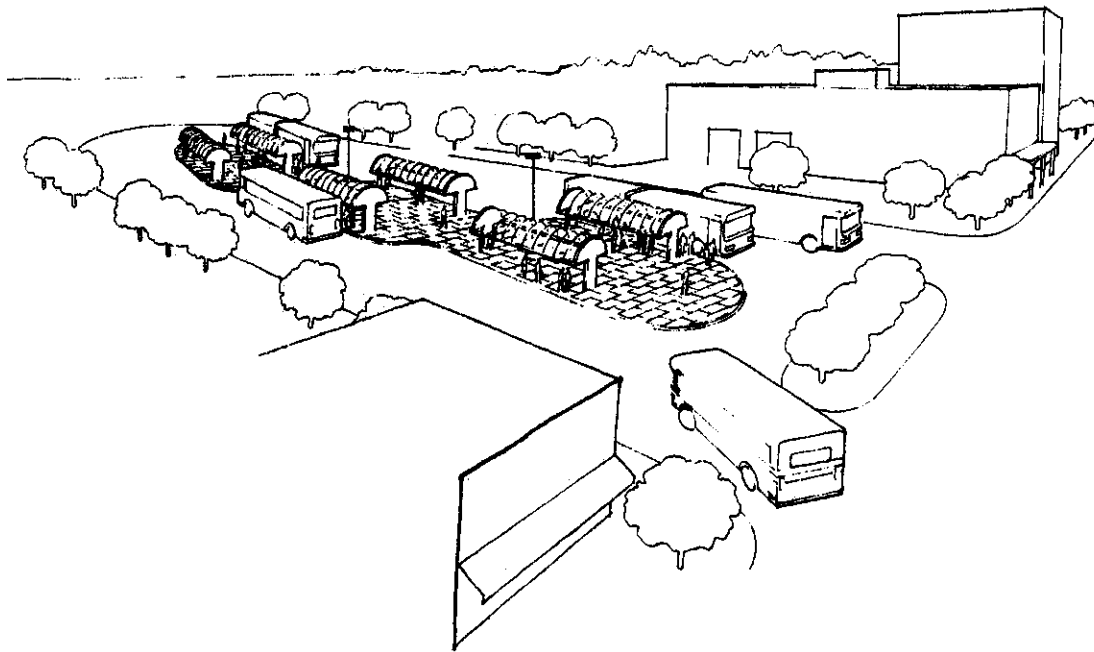


Figure 3: Community Transit Center



**TYPICAL OFF-STREET
CONFIGURATION**

with limited dial-a-ride periods); vanpools; taxi scrip (for the low-income elderly and handicapped) and the financial support of various social service agency transportation services. The 1990 Plan calls for an expansion of these services.

One approach which differs dramatically from the rest, however, is that of the "incentive" service agreement. It differs in that it does not fit the mold of transit trying to find something which works in suburbia. Rather, it deals more with the "heart" of the problem -- land use, i.e., getting something in suburbia to work for transit. Metro and Bellevue recently signed such an agreement.

The Metro/Bellevue Incentive Service Agreement

As stated before, the Metro/Bellevue agreement is essentially a trade of bus service for land use decisions that will improve transit productivity. Bellevue can earn up to 10,000 additional service hours over a two year period as their employment density increases and parking ratios decrease in their downtown area. The details of the agreement and how it was established are described below.

Since Bellevue has designated a downtown core to be the area

of most intense development, proportionately more incentive hours can be earned from land use changes in the CBD core. Figure 4 shows the Bellevue CBD and the defined core area. Figure 5 illustrates the "allocation" of the incentive hours by land use activity and area.

As shown, 5,000 hours are associated with employment density increases and 5,000 hours with parking developments. Each is weighted 3 to 2 in favor of the core area of the CBD. It is important to note that the CBD-whole includes the core area, such that changes in the core also qualify for additional hours of service associated with the CBD-whole. The reverse, however, does not hold. Employment density increases and the limitation of parking outside the core, but within the CBD, are not applicable to the core.

Because the concept of the incentive service agreement was so different than anything either Metro or the City of Bellevue had ever entered into, it was limited to a two-year observation period. In this way, the City of Bellevue could ascertain that any regular services which might otherwise be planned or implemented by Metro during this timeframe would be, in fact, separate from those that might be earned under the agreement itself. The agreement was set up so that Bellevue could claim earned incentive service hours at the end of the first year

Figure 4

Bellevue "CBD" and "Core" Area Map

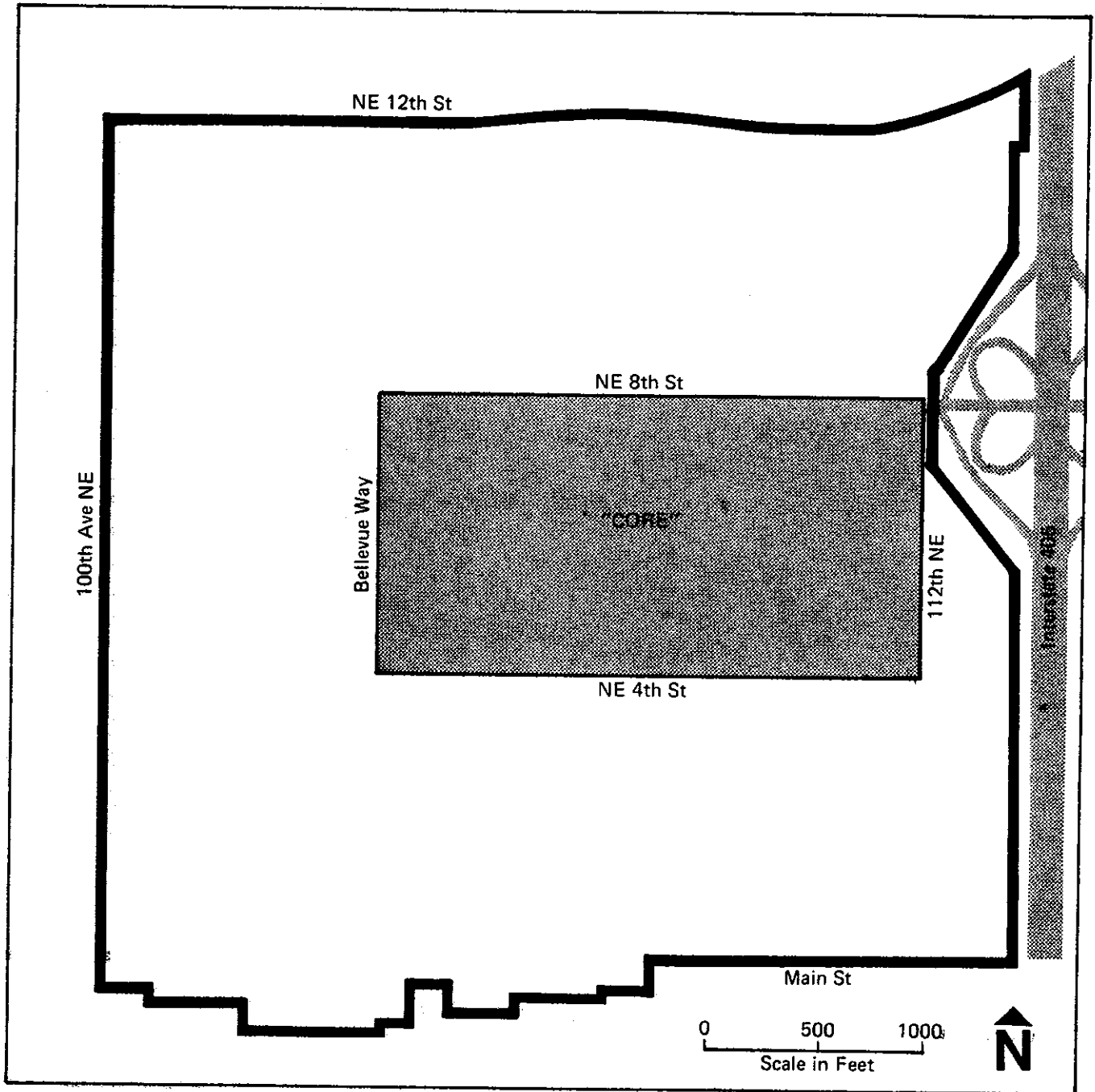
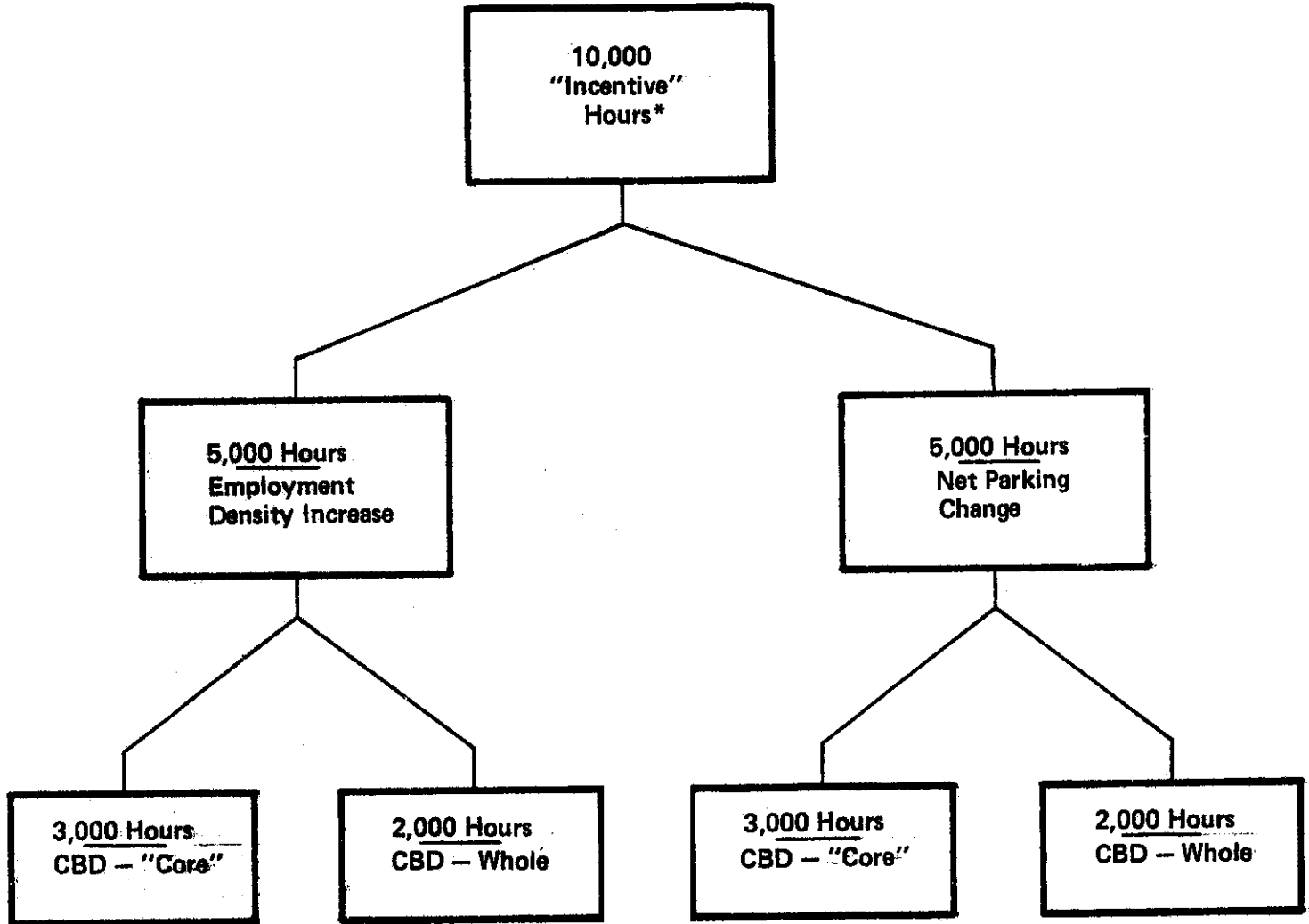


Figure 5

INCENTIVE HOUR "ALLOCATION" RELATIONSHIP



* Maximum possible over a two-year earning period;
Hours implemented are subject to evaluation
after one year.

or second year. In addition, incentive hours could be "banked" by the City of Bellevue for future use or utilized at the first available Metro service change where sufficient budget exists or at a mutually agreed upon time. Specific uses for the incentive hours will be cooperatively planned by the City and Metro. If for budgetary or other reasons, Metro cannot implement the service at the agreed upon time, it may delay implementation for up to, but not to exceed, one year. Once implemented, such service is subject to possible enhancement, modification or termination after one year in accordance with those performance criteria by which all Metro services are judged.

As mentioned, incentive hours can be earned along two dimensions -- increases in employment density and/or the limitation of additional parking associated with new development in the Bellevue CBD. Figures 6 through 9 present the relationships for determining the number of incentive hours earned over a one-year or two-year period. Regardless of what might be earned on a single-year basis, the 10,000 hour maximum cannot be exceeded for the two-year period. Incentive hours earned can be accumulated across each of the relationships shown.

Employment Density Increases: Figures 6 and 7 show the incentive hour relationship to employment density increases in the CBD core and the CBD-whole respectively. It should be noted that incentive hours are not earned until minimum employment density increases occur. For example, according to Figure 6, employment density in the CBD core would have to increase by at least 3.7 employees per acre at the end of the second year.

The reason for establishing minimums is that under Metro's comprehensive plan, the Bellevue CBD would receive service improvements based on the population/employment forecasts provided by the PSCOG. Bellevue's own CBD employment forecast is, however, significantly higher. To acknowledge this, Metro and Bellevue felt that if Bellevue's forecast is correct, then any annual rate of growth beyond that implied by the PSCOG forecast should qualify for incentive service hours. Achievement of a growth rate equal to Bellevue's own growth rate forecast would qualify for three-fourths of the appropriate incentive hour "pool". An employment growth rate 25% above the annualized forecast for the Bellevue CBD would qualify for the full amount. For example, Bellevue estimates that employment growth in the CBD core should average about 6.7 employees per acre per year through 1990.

FIGURE 6: INCENTIVE HOURS EARNED RELATIVE TO CBD "CORE" EMPLOYMENT DENSITY GROWTH

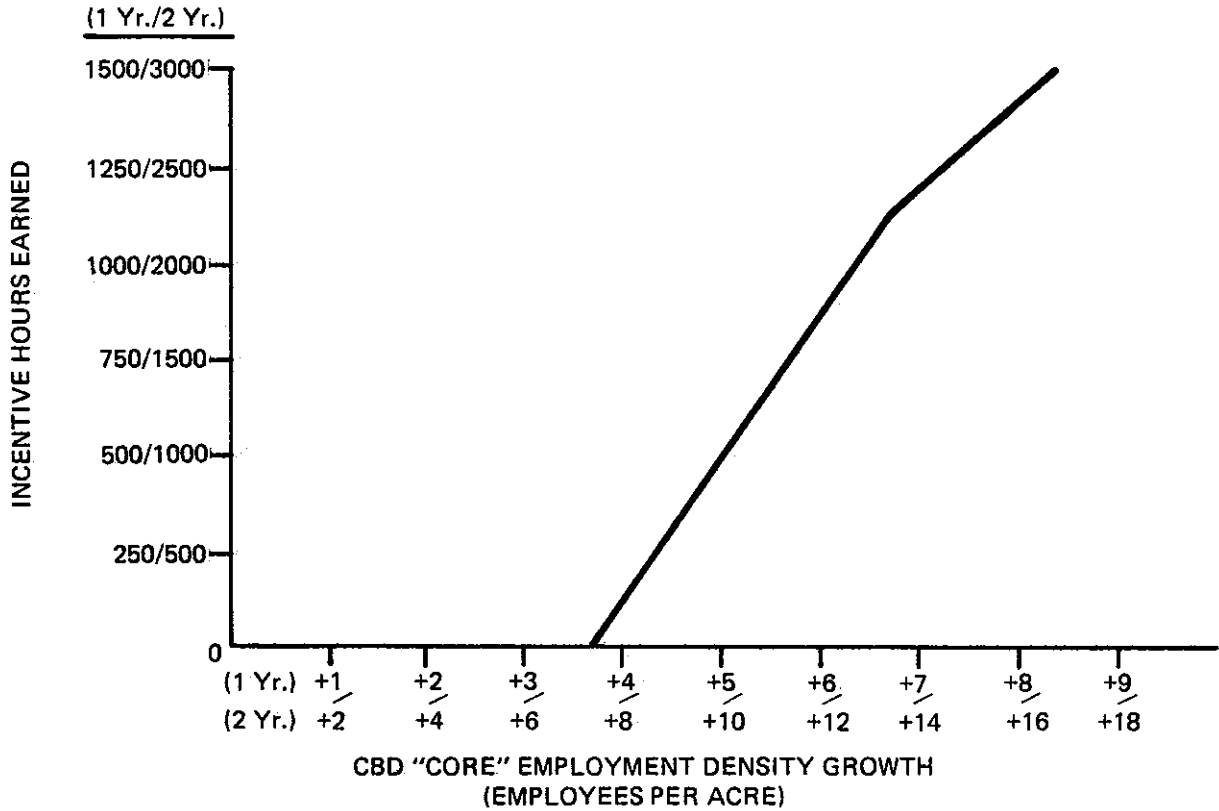
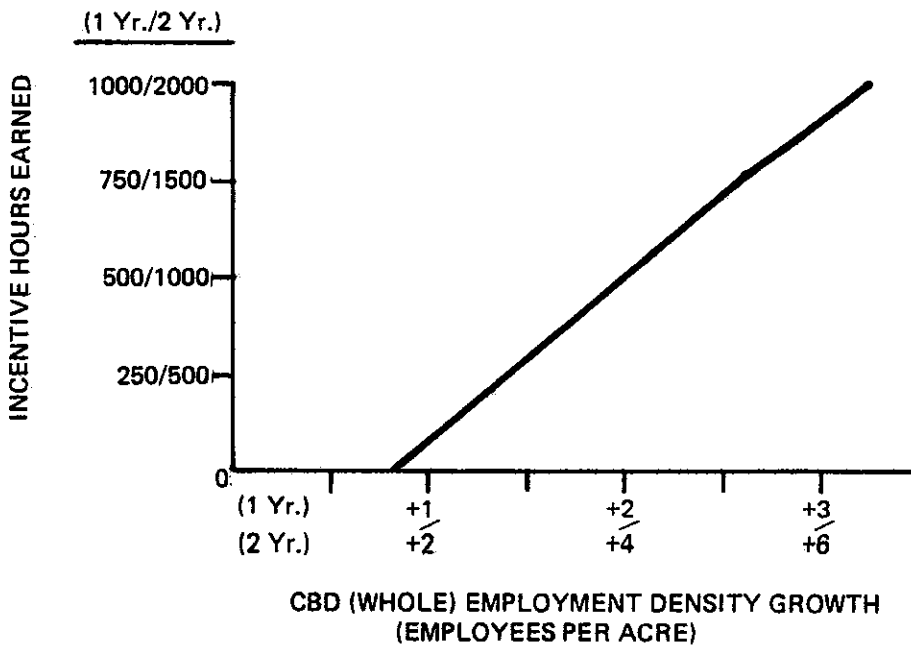


FIGURE 7: INCENTIVE HOURS EARNED RELATIVE TO CBD (WHOLE) EMPLOYMENT DENSITY GROWTH



As Figure 6 shows, such a growth rate would qualify for 1,125 hours of incentive service each year, or if sustained for two years, would qualify for 2,250 hours of additional service. A growth rate 25% higher (8.4 employees/acre/year) would qualify for the full 1,500 hours each year, or 3,000 hours over the two years, along this dimension relative to the CBD core area.

Incentive hours earned relative to CBD-whole employment density growth would be determined similarly, as shown in Figure 7, with a maximum of 2,000 hours earned by the end of the two-year measurement period. For both the CBD-whole and core areas, increases in the number of employees is to be determined by the estimated level of building occupancy, not building capacity, at the end of each one-year or two-year period respectively.

Limiting Parking Growth: Both Metro and the City of Bellevue agreed that a minimum amount of growth in employment density should occur before incentive hours associated with parking could be claimed. In the case of Bellevue, improvement along both dimensions is important to creating an environment where transit can perform more effectively. Accordingly, it was decided that an employment density growth rate equal to 5.2 employees/acre/year for the CBD core area and/or 1.7

employees/acre/year for the CBD-whole area were necessary before the relationships shown in Figures 8 and 9 became applicable. It was also agreed, however, that if the minimums were not achieved by the end of the first year, but were exceeded by the end of the second year, then incentive hours could be earned on the basis of the one-year period relationships shown.

The relationships shown in Figures 8 and 9 are keyed to the newly adopted parking codes for the Bellevue CBD as described earlier. For the CBD-core area, 2,000 of the 3,000 incentive hours which can be earned along this dimension are linked to parking limitations associated with office development. The remaining 1,000 hours are linked to parking associated with retail development. For the CBD-whole, 1,300 of the 2,000 incentive hours which can be earned on the basis of parking limitations are associated with office development. The purpose for weighting office parking more than retail parking is based on the greater probability and need for transit to capture the commuter, thereby reducing the requirement for long-term parking spaces. At the same time, there is some incentive offered to limit retail parking.

Essentially, Figures 8 and 9 state that if the maximum allowable number of parking spaces are always provided in

FIGURE 8: INCENTIVE HOURS EARNED RELATIVE TO CBD "CORE" PARKING CHANGES

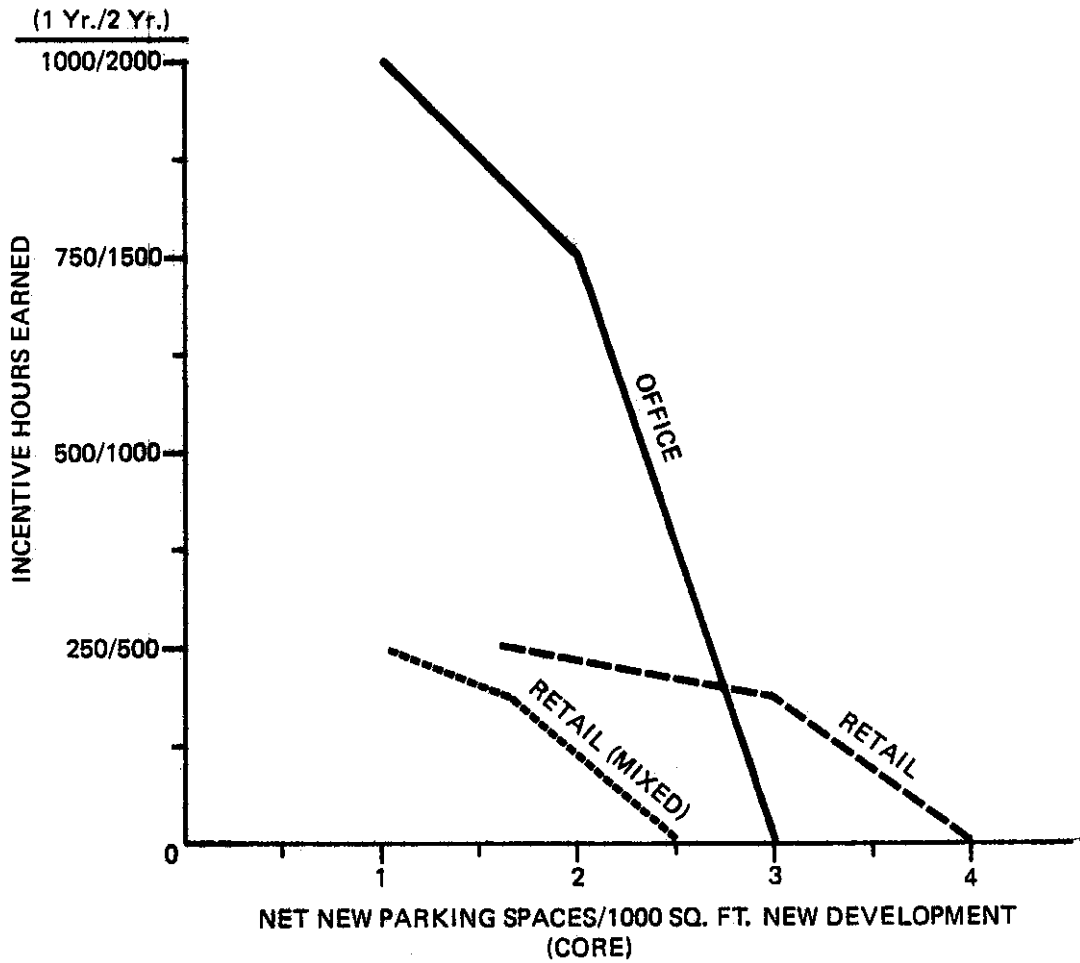
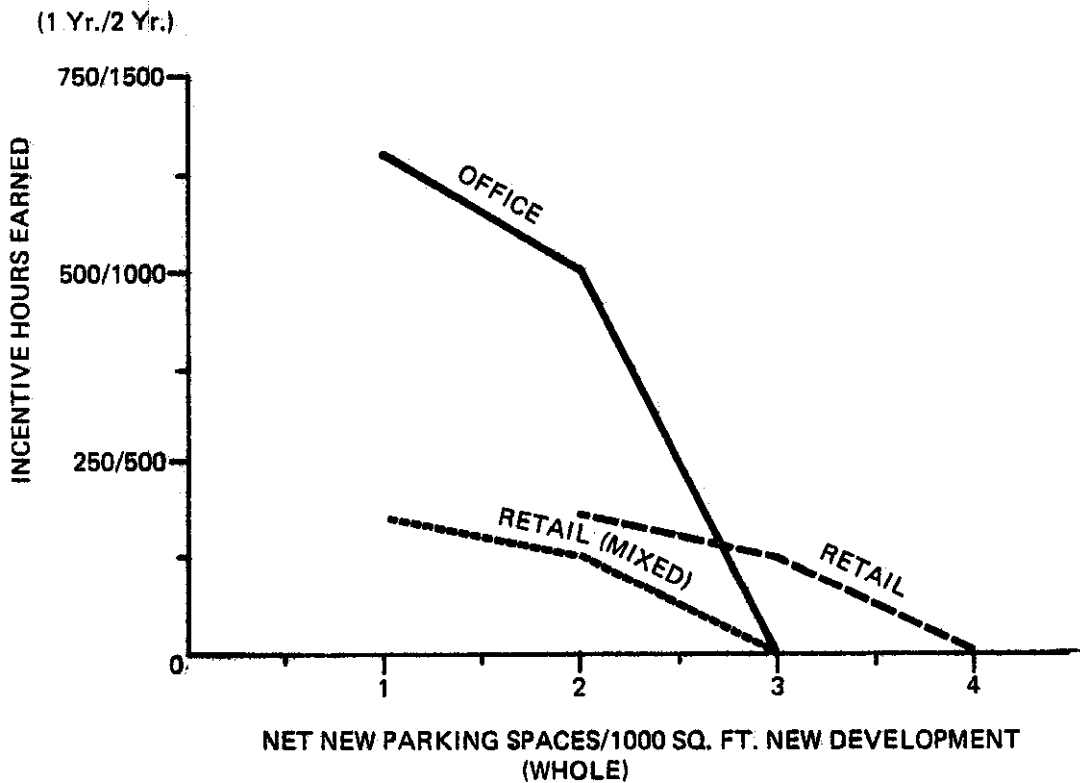


FIGURE 9: INCENTIVE HOURS EARNED RELATIVE TO CBD (WHOLE) PARKING CHANGES



conjunction with new development occurring in the Bellevue CBD, then no incentive hours can be earned. As the net number of new parking spaces falls farther below the maximum allowable by code, the City would qualify for more incentive service hours. For example, Figure 8 shows that if new office parking in the core area averaged 2.0 spaces per 1,000 square feet of usable office space at the end of the two-year period, Bellevue would earn an additional 1,500 hours of incentive service. Also, if averaged over the CBD-whole, 2.0 spaces per 1,000 square feet would qualify for an additional 1,000 hours -- a total of 2,500 hours of incentive service.

The parking supply associated with new development is to be measured on a net basis. This means that if an existing business increases its net space by 100,000 square feet and adds only 200 parking spaces above its existing supply, it will be considered as having added only two (2) spaces per 1,000 square feet of new development. All such new development/parking supply which occurs or for which Environmental Impact Statements (EIS) and building permits have been approved by the City within the one-year or two-year periods, will be "pooled" and an average net parking spaces per 1,000 square feet calculated to determine the number of incentive hours earned. However, those hours earned by development which does not "open for business" within the

appropriate measurement period will be deferred until such time as that development does open. Because of the lag time between the EIS/permit process and actual construction/ completion of building projects, this approach enables the City to decrease its parking requirements as planned and yet permit the earning of incentive service hours based on parking codes in effect at the time of initial planning by developers.

The full text of Metro's adopting resolution and the Metro/ Bellevue agreement is provided in Appendix A.

Reaction of Public/Private Officials and Further Implications

The resulting agreement was the product of close cooperation and an understanding of the transit/land use relationship by the transit, political, business, and general citizen communities. This partnership between citizens and the public and private sector led to its quick adoption by the, Metro Council and the Bellevue City Council.

This agreement was also endorsed by the Bellevue Downtown Association. "Developers don't like to build parking," said one developer upon reviewing the agreement. "They're lousy economics." This developer, as well as others, felt that the agreement showed Metro's commitment to provide service to the growing Bellevue CBD.

Another developer said that even though the agreement was signed by two public entities it would be used as a sales tool by the private sector to show building owners and leasing agents how people would be able to get to their buildings when parking supply became more scarce. The agreement was, in effect, something which could be "taken to the bank."

The agreement was not fully accepted by all, however. One member of the Bellevue City Council voted against adoption of the agreement because it was seen as a growth issue that would encourage too much office development and change the suburban characteristics of the city. Similarly, one Metro Council member viewed the agreement as "rewarding Bellevue for exercising its police powers by denying its citizens parking spaces." But many other citizens were tired of those same characteristics that forced them to drive all the time rather than being able to circulate downtown by foot or on a bus.

The Agreement has attracted attention from other jurisdictions as well. Metro has been contacted by other communities in its service area inquiring how they may become involved in an incentive service agreement. Each community will, however,

have to be dealt with on a case-by-case basis. What was appropriate for Bellevue may not be for another jurisdiction -- different circumstances demand different solutions.

As public monies and energy become more scarce, transit productivity will become increasingly important. Agreements such as this minimize the risk of change for both growing cities and transit agencies. The agreement responds to a jurisdiction's decisions about what kind of city they will or want to become. It shows what is necessary for those cities wanting to improve their transit service. It offers the opportunity for the private and public sectors to work together, to educate each other about their respective problems and to work toward goals unattainable by working alone.

References of Interest

1. "Perspectives on Transit and Land Use Relationships: How Transit Systems Appear Most Compatible With Various Long-Range Land Use Policies," prepared by Parsons Brinckerhoff Quade & Douglas, Inc. for the municipality of metropolitan Seattle, Seattle, WA, March 1978.
2. "King Subregional Plan" Puget Sound Council of Governments, Seattle, WA, December 1978.
3. "Regional Overview Study: 1990 Transit Sketch Plan Analysis -- Regional System Issues and Implications," prepared by Parsons Brinckerhoff Quade & Douglas for the Municipality of Metropolitan Seattle, Seattle, WA, May 1979.
4. "Bellevue CBD Action Plan, 1980-1990," prepared by ROMA Barton-Aschman, Williams-Kuebelbeck for the City of Bellevue, WA, June 1979.
5. "Bellevue CBD Transit Program," prepared by Parsons Brinckerhoff Quads & Douglas, Inc., for the Municipality of Metropolitan Seattle, Seattle, WA, October 1979.
6. "Metro Transit: More Mobility for the Eighties," Municipality of Metropolitan Seattle, Seattle, WA, August 1980.
7. "Comprehensive Plan for Public Transportation (1972-1990) -- Appendix," Municipality of Metropolitan Seattle, Seattle, WA, June 1981.
8. "Land Use Code," City of Bellevue, WA, June 1981.

APPENDIX

RESOLUTION NO. 3694

A RESOLUTION of the Council of the Municipality of Metropolitan Seattle authorizing the execution of a cooperative "incentive" service agreement with the City of Bellevue applicable during the period January 1, 1981, through December 31, 1982, inclusive.

WHEREAS, pursuant to RCW 35.58.240 and by Resolution No. 3647 adopted March 19, 1981, the Council of the Municipality of Metropolitan Seattle amended and supplemented the Comprehensive Plan for Public Transportation Service; and

WHEREAS, Item 10 of Exhibit A to Resolution No. 3647 stated a goal of the Municipality was to "develop and enter into cooperative agreements where actions by local jurisdictions, such as parking restrictions and increased population/employment density, can be matched by increased levels of transit service"; and

WHEREAS, by Resolution No. 3453 adopted November 13, 1979, the City of Bellevue approved Central Business District (hereinafter referred to as CBD) Subarea Goals and Policies reflecting, among other items, the goals of increased employment density and the coordination/limitation of parking spaces within the Bellevue CBD; and

WHEREAS, by Resolution No. 3474 adopted December 10, 1979, the City of Bellevue approved a statement of parameters and principles for the development of an agreement between the City and the Municipality by which a numerical relationship would be established between employment density, parking ratios and transit service improvements over and above a baseline level of service for Bellevue; and


WHEREAS, by Ordinance No. 2949 adopted February 2, 1981, the City of Bellevue approved certain Land Use Code Amendments to facilitate development in the Bellevue CBD which is compatible with the adopted CBD Subarea Goals and Policies; and

1 WHEREAS, such actions by the City, of Bellevue are
2 consistent with the Municipality's amended Comprehensive Plan
3 for Public Transportation Service and;


4 WHEREAS, it is in the public interest and to the
5 benefit of both the Municipality and the City of Bellevue to
6 enter into an agreement whereby the Municipality will provide
7 "incentive" hours of transit service to the City of Bellevue
8 based on measured increases in Bellevue CBD employment
9 density and a demonstrated effectiveness of the new Bellevue
10 CBD parking codes;

11 NOW, THEREFORE, BE IT RESOLVED by the Council of the
12 Municipality of Metropolitan Seattle that the Executive
13 Director is hereby authorized to execute an incentive service
14 agreement with the City of Bellevue, substantially in the form
15 of Exhibit "A" attached hereto for the period January 1, 1981,
16 through December 31, 1982, inclusive.

17 ADOPTED by the Council of the Municipality of Metropolitan
18 Seattle at a regular meeting thereof held on the 4th day of June,
19 1981.

20
21 
22 Gary A. Zimmerman
23 Chairman of the Council

24 ATTEST:

25
26 
27 Bonnie Mattson
28 Acting Clerk of the Council
29
30
31
32
33

THIS AGREEMENT, made and entered into this _____ day of _____, 1981, by and between the MUNICIPALITY OF METROPOLITAN SEATTLE, a metropolitan municipal corporation of the State of Washington, hereinafter referred to as "Metro," and the City of Bellevue, hereinafter referred to as the "City."

WITNESSETH:

WHEREAS, Metro has adopted by Resolution No. 3647 on March 19, 1981, an amended Comprehensive Plan for Public Transportation Service, said Plan making provisions for the development of cooperative agreements with local jurisdictions where the actions (or results of actions) taken by local jurisdictions, such as parking restrictions and increased population/employment density, can be matched by increased levels of transit service; and

WHEREAS, the City authorized by Resolution No. 3474 on December 10, 1979, negotiation of an agreement with Metro based on numerical relationships between employment density, parking ratios and transit service improvements over and above a baseline level of service for Bellevue; and

WHEREAS, the City has adopted by Resolution No. 3453 on November 13, 1979, various Central Business District (CBD) Subarea Goals and Policies reflecting, among other items, the goals of increased employment density and the coordination/ limitation of parking supply within the Bellevue CBD; and

Page one of eleven

WHEREAS, the City has adopted by Ordinance No. 2945 February 2, 1981, Land Use Code Amendments to facilitate development in the Bellevue CBD which is compatible with the adopted CBD Subarea Goals and Policies; and

WHEREAS, the application of City Ordinance No. 2945 should have the intended effect of increasing employment density while coordinating/limiting the growth of parking supply within the Bellevue CBD thereby creating conditions more likely to be conducive to the use of transit by persons whose travel is oriented to/from the Bellevue CBD;

NOW, THEREFORE, in consideration of the terms, conditions and covenants of performance contained or incorporated herein, the parties hereto agree as follows:

1. During the two (2) year period, January 1, 1981, through December 31, 1982, the City of Bellevue will be eligible to qualify for up to 10,000 additional hours of transit service beyond that which may be planned by the Metro Transit Development Division for the City otherwise in response to increased rider demand. The actual number of "incentive" hours for which the City may qualify shall be keyed to measurable increases in employment density and the limitation of parking supply associated with new or expanded development within the Bellevue CBD as a whole and a "core" area of the CBD.

2. The Bellevue CBD is the area having the boundaries as shown on the map designated as Attachment 1. The "core" area is defined by that area bounded by N.E. 8th St., Bellevue Way, N.E. 4th St. and 112th Ave. N.E. For purposes of measuring employment density growth and parking supply increases for the CBD (whole) the "core" area shall be included. For the "core" area, only the employment density growth and parking supply increases associated with new or expanded development within the "core" will be included.

3. Of the two-year cumulative maximum of 10,000 "incentive" service hours, up to 5,000 hours shall be based on employment density growth, with another 5,000 hours associated with the limitation of new parking supply, each determined by area as follows:

CBD "Core" Employment Density Growth	3,000 hrs.
Cbd (Whole) Employment Density Growth	2,000 hrs.
CBD "Core" New Parking Supplies	3,000 hrs.
CBD (Whole) New Parking Supplies	2,000 hrs.
Two-Year Cumulative Maximum	10,000 hrs.

4. Figures 1, 2, 3, and 4 of Attachment 2 shall be the basis for determining the actual number of "incentive" service hours for which the City may qualify in the course of the two-year period ending December 31, 1982.

5. Prior to claiming any earned "incentive" hours, the City shall provide the Metro Transit Development Division Manager with a statement, signed by the City Planning Director, of the total estimated employment and corresponding employment density (employees per gross acre) for the CBD (whole) and the CBD "core" as of January 1, 1981. Such statement of employment density shall serve as the reference point for assessing future employment density growth. This initial statement of employment density shall be provided to Metro within 30 days of the date of this agreement.

6. Similarly signed statements of total employment and employment density for the years ending December 31, 1981 and 1982 shall be submitted to the Metro Transit Development Division Manager by January 31, 1982 and 1983 respectively. Sufficient documentation shall be made available to verify the reported employment/employment density increases upon request by Metro.

7. Earned "incentive" hours may be "claimed" by the City at the end of each year during the two-year period but the cumulative 10,000 hour maximum cannot be exceeded within the two-year time frame. For example, if at the end of 1981. Bellevue felt it had qualified for 7,000 hours of "incentive" service and decided to claim them, then only 3,000 hours could be claimed for the balance of the period ending December 31, 1982.

8. "Incentive" hours claimed by the City shall be declared in writing by notice from the City Planning Director to the Metro Transit Development Division Manager. Subject to the availability of verifying data substantiating the City's claim for "incentive" hours of service, Metro shall acknowledge the City's claim within 30 days of receipt of the City's claim. In the event of any discrepancy in the amount of service hours claimed by the City versus the number of "incentive" hours determined due to the City by Metro staff, the City and Metro may delegate appropriate staff to resolve such differences within a mutually agreed upon time frame.

9. The implementation of any "incentive" hours acknowledged by Metro as having been duly "earned" by the City shall be cooperatively agreed upon by the City and Metro. The service will be scheduled to begin in conjunction with the first available systemwide service change where sufficient service budget exists or at a time as mutually agreed upon. If, for budgetary or other reasons, Metro cannot implement the service at the time agreed upon, it may delay implementation of such "incentive" service for up to, but not to exceed, one year from the time when such service would have otherwise started. Hours "earned" will not be lost as a result of any delay in the implementation in whole or part of such additional "incentive" service hours.

10. Any new transit services added as a result of this agreement will, after one year, be subject to the same Metro Transit service evaluation criteria as may exist at the time, by which all other Metro Transit services are evaluated. All Metro Transit services provided pursuant to this Agreement shall be subject to possible enhancement, modification or termination based on the results of such service evaluations.

11. Figures 1, 2, 3, and 4 shall be applied as follows:

Figure 1 - Incentive Hours Earned Relative to
CBD "Core" Employment Density Growth

The one-year scale may be used twice or the two-year scale used once, whichever results in the higher number of "incentive" hours earned, provided the minimum increase in employment density is achieved in each case. The maximum number of "incentive" hours determined from Figure 1 shall not exceed 1,500 hours for any one-year period ending December 31 unless the two-year scale is selected for use in determining "incentive" hours earned. The total hours determined from Figure 1 over the two-year period ending December 31, 1982, shall not exceed 3,000 hours.

Increases in the number of employees associated with new or expanded development occurring during the one-year or two-year period(s) will be determined by the level of actual building occupancy at the end of each period respectively, not building capacity.

Figure 2 - Incentive Hours Earned Relative to CBD
(Whole) Employment Density Growth

Figure 2 shall be applied in a manner similar to
Figure 1 with the following differences:

The maximum number of "incentive" hours from
Figure 2 shall not exceed 1,000 hours for any one-
year period ending December 31 unless the two year
scale is selected for use in determining "incentive"
hours earned. The total hours determined from
Figure 2 over the two-year period ending December
31, 1982, shall not exceed 2,000 hours.

Figure 3 - Incentive Hours Earned Relative to New
Parking Spaces Per 1,000 Square Feet
of New Development in the CBD "core"

Figure 3 becomes applicable only if the employment
density within the Bellevue CBD "core" area increases
by a minimum of 5.2 or 10.4 employees per acre
during the one-year or two-year period respectively.

If at the end of the two-year period the employment
density in the CBD "core" has increased by at
least 5.2 employees per acre but less than 10.4
employees per acre and no "incentive" hours determined
by Figure 3 have been claimed at the end of the
first year, the City may still claim "incentive"
hours earned from the one-year scale.

Otherwise, the one-year scale could be utilized twice during the two-year period or the two-year scale could be utilized once provided the minimum increases in CBD "core" employment density associated with each period have been achieved.

The net increase (or decrease) in parking spaces associated with each 1,000 square feet of new or expanded office retail and/or mixed retail/office development in the CBD core will determine the number of "incentive" hours earned. For example, an existing business or complex that increases its space by 100,000 square feet but adds only 200 new parking spaces above its existing supply will be viewed as having added only two (2) spaces per 1,000 square feet of new development.

For new or expanded office, retail or mixed office/retail development which may not be completed within the one-year or two-year period(s), but for which an Environmental Impact Statement (EIS) has been approved and building permits issued by the City within the measurement period(s), the square footage of development and related parking supply increase/decrease shall be determined from the EIS. The square footage and parking spaces associated with such development not completed during the measurement period(s) shall be "pooled" with that development which is completed to determine any "incentive" hours earned. However, the additional number of hours earned associated with that development which was not completed would not be

implemented until such time as the development is completed.

The basis for determining square footage of development by land use activity shall be in accordance with the City's definition of "net" or "gross" floor area as follows: office (net); retail (gross); and mixed retail (net).

The maximum number of "incentive" hours earned as determined by Figure 3 shall not exceed 1,500 hours for any one-year period ending December 31 unless the two-year scale is used in determining "incentive" hours earned. The maximum number of "incentive" hours determined by Figure 3 shall not exceed 3,000 hours over the two-year period.

Figure 4 - Incentive Hours Earned Relative to
New Parking Spaces per 1,000 Square
Feet of New Development in the CBD
(Whole)

Figure 4 becomes applicable only if the employment density within the CBD (whole) increases by a minimum of 1.7 or 3.4 employees per acre during the one-year or two-year period respectively.

If at the end of the two-year period the employment density in the CBD (whole) has increased by at least 1.7 employees per acre but less than 3.4 employees per acre and no "incentive" hours determined by Figure 4 have been claimed at the end of the

first year, the City may still claim "incentive" hours earned from the one-year scale. Otherwise, the one-year scale could be utilized twice or the two-year scale once during the two-year period.

Net increases/decreases in parking supply associated with new or expanded development in the CBD (whole) will be determined on the same basis as described for Figure 3.

The maximum number of "incentive" hours earned as determined by Figure 4 shall not exceed 1,000 hours for any one-year period ending December 31 unless the two-year scale is used in determining "incentive" hours earned. The maximum number of "incentive" hours determined by Figure 4 shall not exceed 2,000 hours over the two-year period.

12. The obligations of the City of Bellevue and Metro shall be contingent on each party's ability to provide funding, personnel and facilities within its then current budget, policy and planning constraints. The parties' obligations and actions so stated shall also be subject to compliance with applicable Federal, State and local laws and regulations.
13. This Agreement shall be executed in four (4) counterparts, any of which shall be regarded for all purposes as one original.

IN WITNESS WHEREOF, the parties hereto have executed
this Agreement as of the day and year first above written.

MUNICIPALITY OF METROPOLITAN SEATTLE

Neil Peterson
Executive Director

ATTEST:

Bonnie Mattson
Acting Clerk of the Council

CITY OF BELLEVUE

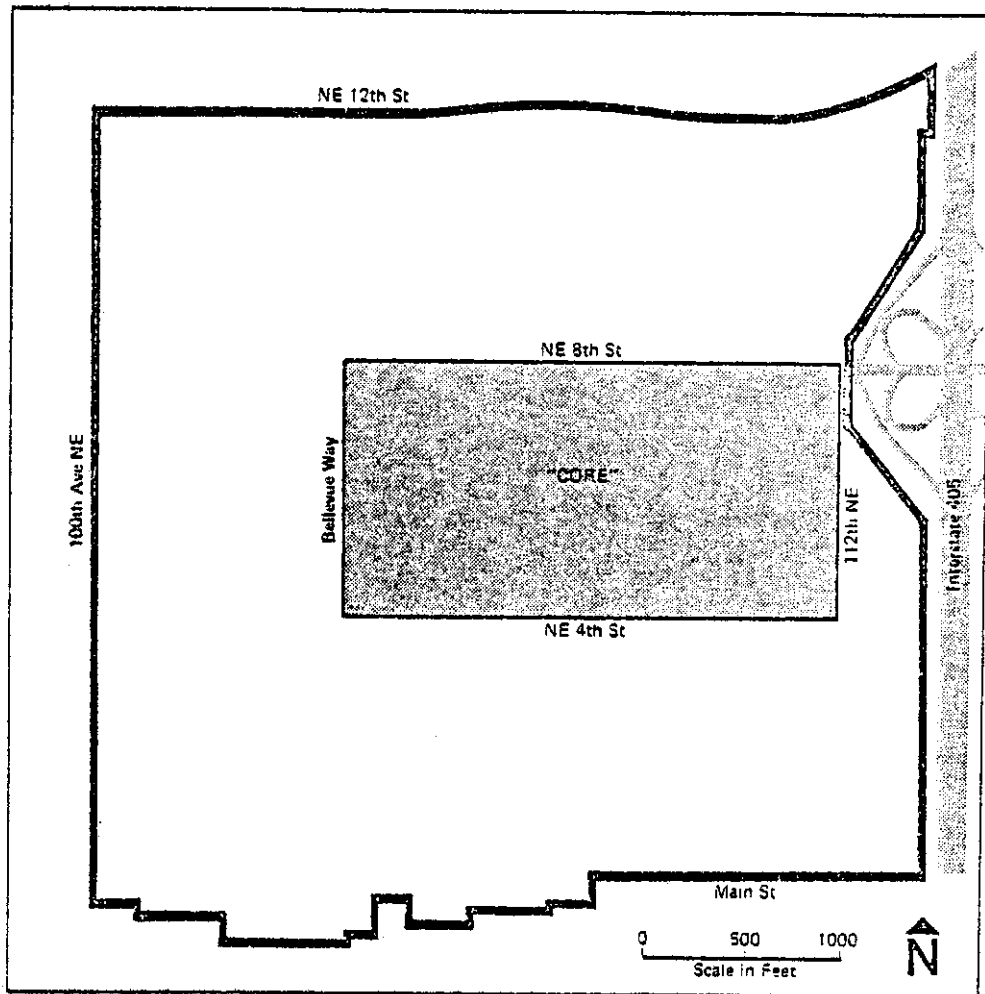
Andrea W. Beatty
City Manager

ATTEST:

City Attorney

ATTACHMENT 1

Bellevue "CBD" and "Core" Area Map



ATTACHMENT 2

FIGURE 1: INCENTIVES HOURS EARNED RELATIVE TO CBD "CORE" EMPLOYMENT DENSITY GROWTH

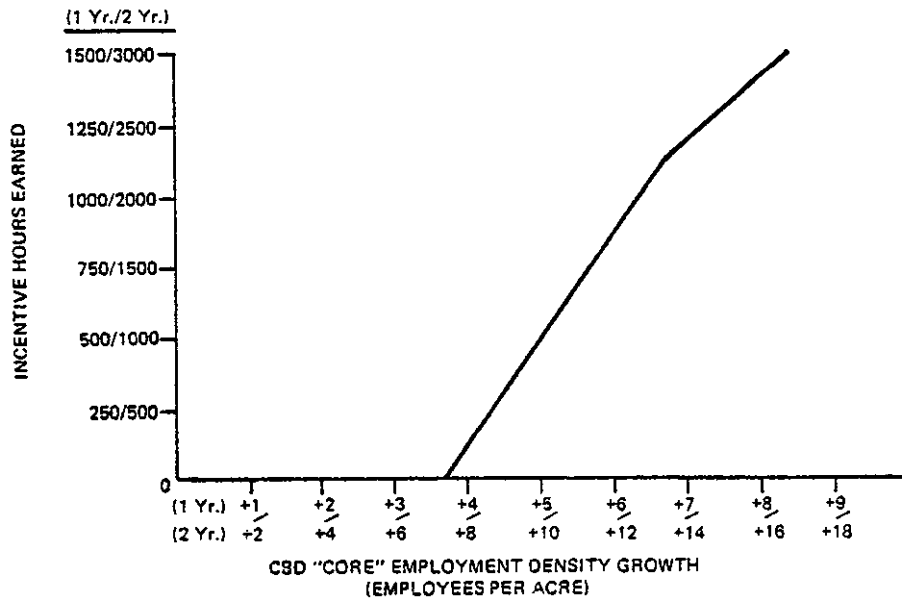


FIGURE 2: INCENTIVE HOURS EARNED RELATIVE TO CBD (WHOLE) EMPLOYMENT DENSITY GROWTH

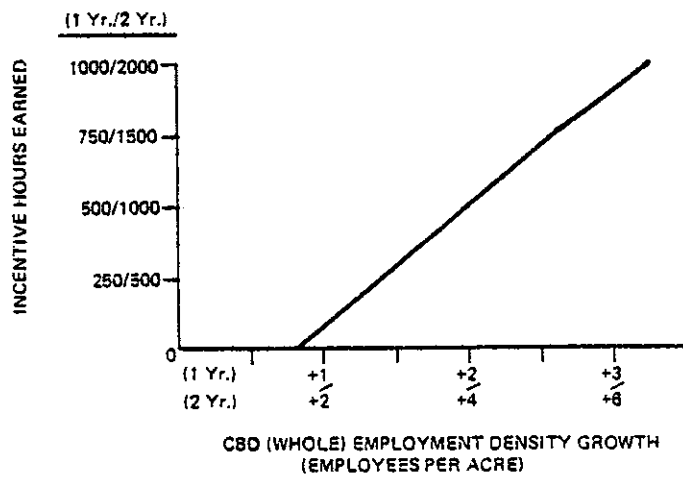


FIGURE 3: INCENTIVE HOURS EARNED RELATIVE TO CBD "CORE" PARKING CHANGES

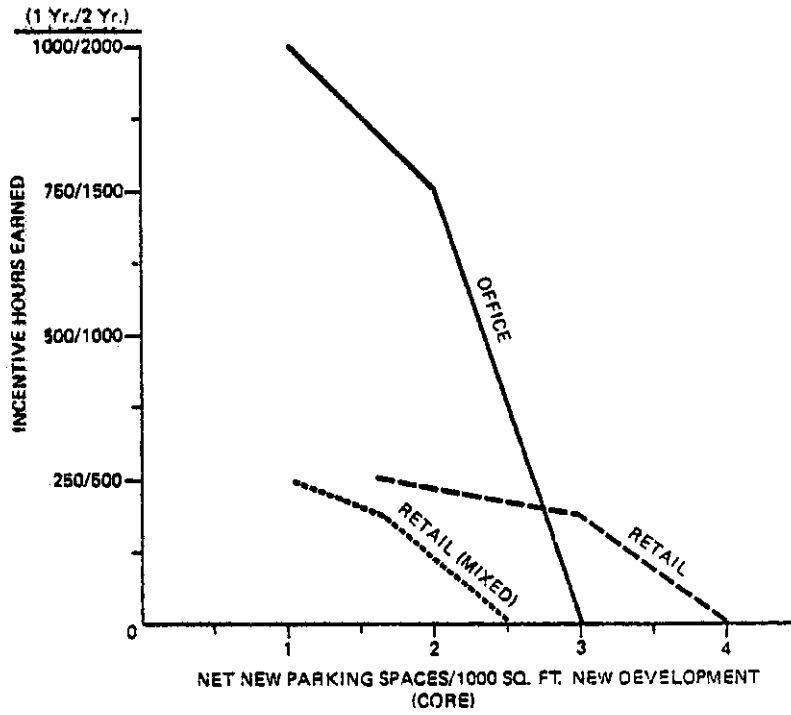
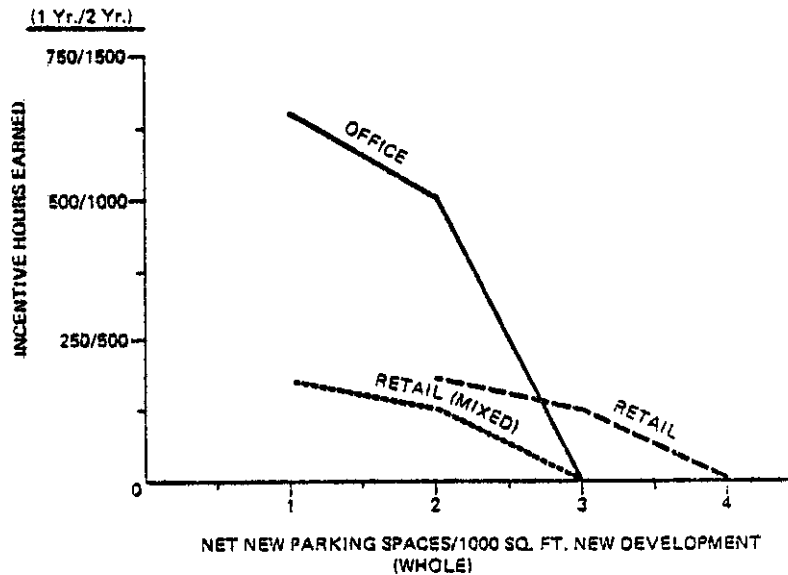


FIGURE 4: INCENTIVE HOURS EARNED RELATIVE TO CBD (WHOLE) PARKING CHANGES



PRESS COVERAGE

METRO NEWS

A news release from the Municipality of Metropolitan Seattle

FOR IMMEDIATE RELEASE

June 4, 1981

FOR FURTHER INFORMATION:

Gary B. Larson -- (206) 447-6767

Recorded Newsphone -- (206) 447-6333

METRO COUNCIL APPROVES TRANSIT AGREEMENT WITH BELLEVUE

The Metro Council today approved an incentive agreement with the city of Bellevue that will trade parking spaces for additional bus hours.

Under the terms of the two-year agreement, Bellevue can earn up to 10,000 additional service hours as employment density increases and parking ratios decrease in the downtown area.

"Land use patterns are the key to transit productivity," said Metro Councilmember Mab Tocher of Bellevue.

"Bellevue has adopted zoning ordinances that will increase transit demand to downtown Bellevue," she said. "Metro is going to respond with more service."

Bellevue expects downtown employment to increase from 12,000 to 22,500 employees by 1990. At the same time, Bellevue officials hope to encourage commuting by bus while restricting the growth of new parking.

"These actions will increase the demand for transit service to downtown Bellevue and enhance Metro's ability to serve that area productively," said Bob Neir, chairman of the Metro Council's Transit Committee.

-more-



821 Second Avenue, Seattle, WA 98104

BELLEVUE TRANSIT/June 4, 1981/2-2-2-2

"If downtown Bellevue continued to develop as it has in the past -- with its large areas of free parking, dispersed development and uncomfortable pedestrian environment -- Metro would not be able to serve that area efficiently," Neir said.

He noted that Metro hopes to negotiate similar agreements in other employment centers around the county.

The incentive agreement goes before the Bellevue City Council for approval Monday.

-30-

AB:gbl

Bellevue agrees to trade parking lots for buses

By Mike Gowrylow 5/22/81
Journal American Staff Write

Look for more buses, more employees but fewer parking spaces in downtown Bellevue under a mass transit incentive agreement approved by the Metro Council Thursday.

Under the agreement with the city, Bellevue will get up to 10,000 more service hours — the equivalent of another bus route — if it increases the number of central business district employees while adding few if any new parking spaces.

To put the squeeze on parking spaces, Bellevue will use new zoning codes adopted by the city recently. The codes set a maximum three parking spaces for 1,000 square feet of new office space, compared with the old ordinance which required a minimum of 3.3 spaces per 1,000 square feet.

A ratio of five spaces per 1,000 square feet of retail space will remain the same, so shoppers should not have any problems, said Bellevue Council member Mab Tocher, who represents Bellevue on the Metro council.

She said the incentive agreement is a pilot program designed to encourage higher employee densities in downtown areas so mass transit will be more feasible.

Bellevue has less than 50 employees per acre downtown compared with 650 employees per acre in downtown Seattle, Metro planner Jerry Dow said.

It means more high-rise buildings will be built without accompanying parking spaces, he said.

COUNTY Councilman Paul Barden, who represents the Federal Way area, challenged the program as unfair to unincorporated areas because it is not based on priorities.

“It’s based on rewarding Bellevue for exercising its police powers by denying its citizens parking spaces,” he charged.

But Kirkland City Council member Bob Neir said the incentive program is open to any area.

“It’s a question of who is stepping up and resolving their problems,” he said.

Tocher said the program will make some people angry, but a more hospitable pedestrian en-

vironment is needed downtown.

If 9-to-5 office workers car pool or ride the bus, it will reduce the heavy traffic congestion now characteristic of downtown, she said.

“What we’re trying to do is make downtown Bellevue more amenable for people. The auto has ruled downtown.”

Without doing something about it, the situation can only get worse, Dow said. Metro projects that 22,000 to 23,000 more downtown

Bellevue jobs will be created by 1990 and office space will nearly double. If nothing was done about parking, 27,000 spaces would be created downtown by then, 12,000 more than now exist.

\$1.50

AUGUST 1981

SEATTLE BUSINESS

**THAT STRANGE
CIVIC PHENOMENON
KNOWN AS THE VOLUNTEER**



**LAND-USE CONTROLS:
A CLOG IN THE SYSTEM**

**BELLEVUE, METRO
COOK UP A DEAL**

FOCUS

Bellevue and Metro Cook Up A Deal

by
Ann Buggé

(Editor's Note: If people can park wherever they want for free, why bother with Metro Transit? For that matter, why should Metro bother with them? A new agreement between Bellevue, which will decrease its downtown parking ratios, and Metro, which will increase its service level, may be an answer. Metro community relations planner Ann Buggé explains.)

When America moved to the suburbs, mass transit people tried unsuccessfully to provide service to the new sprawling communities. Now, a unique agreement recently forged between **Metro Transit, Bellevue** and that city's business community may dramatically change the way public transit

agencies and suburban cities interact.

Known as an *incentive* agreement, it provides for Metro to reward Bellevue with up to 10,000 additional bus hours if its downtown parking ratios decrease as its employment density increases. It's a sort of "We'll-do-this-for-you-if-you-do-this-for-us" kind of deal. Metro believes that the agreement, reviewed every two years, will increase transit demand and improve productivity.

"Three or four years ago, the idea of serving downtown Bellevue didn't cross our minds," admits **Jerry Dow**, Metro's manager of transit development. "We viewed it basically as a lost cause."

But Bellevue was a lost cause that wouldn't go away. With its wide arterial streets, dispersed development, few crosswalks and even fewer pedestrians, Bellevue is a prototype of suburban communities all over the U.S. that were designed around — and depend upon — the au-

tomobile.

"Bellevue hasn't known what a pedestrian is," says **Nancy Rising**, executive director of the **Downtown Bellevue Association**. "It's never had a role model."

Today, as the fourth largest city in Washington state, Bellevue has grown from what used to be a Seattle bedroom community into a very independent city of 75,000 residents, with a job base of 42,000. Office space is projected to increase from 2.2 million square feet to 3.7 million square feet by 1986.

Yet, until now, Metro has not been able to respond effectively to the increasing demand for service to Bellevue, nor to other areas with burgeoning job markets outside downtown Seattle.

Buses rumble through down-

town Bellevue but not at times convenient for commuting. For the most part, Bellevue remains only a side stop for buses on their way to downtown Seattle; actually, less than five percent of riders go to downtown Bellevue while more than 40 percent head for downtown Seattle.

One reason is that surface parking consumes more than 70 percent of the property in Bellevue's central business district, and provides approximately one free parking space per employee.

A recent federal study notes that even at current fuel prices, "free parking is a greater incentive to driving alone than free gasoline."

Jon Nordby, vice president of **Wright Runstad & Co.** of Seattle, notes: "Developers don't want to build parking lots. It's lousy economics. They're expensive and a bother to administer."

But big changes are slated for Bellevue, where the skyline will soon be popping with 20-story buildings. A proposed pedestrian corridor also will traverse the downtown area. **The Bellevue City Council** has recognized that the city's sprawling layout, which won national recognition in the 1950s as an "All-American City," is not now fully compatible with the realities of the 1980s.

Recently, the council also adopted a zoning code that allows greater density in the central business district and decreases the amount of parking that must be provided.

"There's no way that any downtown can have vitality and density and have streets wide enough to accommodate all the cars," says **Rising**. "There'd be no place for buildings."

"The incentive agreement gets us through the transition phase," she says. "If transit can work in Bellevue, it can work anywhere. And we're going to prove that it can."

"Bellevue is a challenge," agrees **Neil Peterson**, Metro's

executive director. "It's a microcosm of other suburbs. We're anxious to find the right mix of land use and transit service that we can also take to places like Tukwila, Kent, Federal Way and Issaquah."

In trying to find that right mix, Metro first experimented with Bel-Hop, a program in which buses circulated along a downtown loop. Unfortunately, they circulated empty for most of Bel-Hop's nine-month life before the City Council quietly killed it.

But metro and city officials learned an important, if painful, lesson from the Bel-Hop flop: The surrounding land use must support bus service. Buses alone, wandering through a sea of free parking, won't attract riders.

"Bus service has traditionally been squandered in the suburbs," says **Hill Horung**, chairman of the suburban issues committee of the **American Public Transit Association**. "Suburbs were needed to finance transit systems, but only token service could be given in return."

"The same kind of growth that has occurred in Bellevue is happening all over King County, and with it is the pressure to provide bus service, however inefficient."

The Bel-Hop experience is one reason Bellevue Councilwoman **Maria Cain** believes that more public transit in downtown Bellevue is premature. She doesn't think the city has come far enough to encourage transit.

It's nearly a crime to siphon public resources to an affluent suburban community where you can't pry people out of their cars," she argues. "Who's going to ride the bus? The demand is not evident."

But Metro and Bellevue developers believe it will be, soon. For one reason, office space in Bellevue could well double by 1990, with little accompanying growth in parking supply. Another reason is that

Bellevue projects downtown employment will jump from 12,000 to 22,500 by 1990.

"We can't afford one person in a car," says landowner **Kirk Mathewson**. The cost of land is too expensive to provide all the surface parking."

"Basically," says **Rising**, "we needed an agreement that we could take to the bank. We needed to be able to show building owners and leasing agents how workers were going to get to their buildings with less parking."

From transit's perspective, an active, growing and healthy downtown core favors transit productivity. Sprawling shopping centers and outlying office parks do not. By way of comparison, downtown Seattle has an employment density of 650 employees per acre; downtown Bellevue, on the other hand, has a density of 28 overall, rising to 49 employees in its core area. While Bellevue has a job base that requires it to import employees from other areas, only one-third of these jobs are located within its central business district.

According to Metro's **Peterson**, transit productivity is critical in any discussion about transit financing. He predicts that more of Metro's service countywide will be tied to agreements similar to the new Bellevue-Metro deal.

"With the energy situation," says **Peterson**, "I don't see people giving up transit. The growing budget crunch will probably encourage the Metro Council to grant service hours to communities that have committed themselves to improve transit productivity."

Bellevue City Manager **Andrea Beatty** sums it up: "Change is both difficult and exciting for cities and communities. Metro, Bellevue and the business community are trying to get out ahead of the change in order to shape and manage growth."

"It's risky," she adds, "but I think it's worth the risks." □

Bellevue models new suburban transit plan

M. J. F. 11/18 A.C. 11/18 8/12/81
Faced with the problem of providing increasing levels of transit service to suburban cities with sprawling job markets, the Municipality of Metropolitan Seattle (Metro) has made a deal with Bellevue, the second-largest city in its service area. Similar agreements with other suburban centers may follow.

The Bellevue transit-service incentive agreement allows the city to earn up to 10,000 additional bus hours during a two-year employment densities in its downtown area.

"Land-use patterns are the key to transit productivity," said Mab Tocher, Bellevue's Metro councilmember. "Bellevue has adopted zoning ordinances that will increase demand to down-

town Bellevue. Metro is going to respond with more service."

When Bellevue incorporated in 1953, it had a population of 6,000 people, most of whom depended on the Seattle job market. Today, as the fourth-largest city in the state of Washington, Bellevue has a population of 75,000 and a job base of 42,000 and it's still growing rapidly.

With its wide arterial streets, dispersed development, few crosswalks and fewer pedestrians, Bellevue is a prototype of suburban communities all over the United States. Surface parking consumes more than 70 percent of the land in Bellevue's central business district and provides about one free parking space per employee. More than 25 percent of the downtown traffic is cars moving from parking lot to parking lot. Less than 5 percent of people going to Bellevue take the bus.

By 1990, downtown office space is expected to double to 3.7 million square feet, and employment is expected to reach 22,500. Because of new zoning ordinances, parking supply will not keep pace. Civic leaders have recognized that if they continue to provide huge quantities of parking there will be no place to put buildings.

"We can't afford one person in

one car," said Kirk Mathewson, a downtown landowner. "The cost of land is too much to provide all that surface parking."

Metro and developers have determined that with Bellevue's urbanization, demand for transit will eventually far exceed that of today.

The incentive agreement is only one part of Metro's plans to adapt its radial transit system to serve employment centers other than downtown Seattle.

Metro's 1990 comprehensive plan calls for four regional transit centers: Northgate, Tukwila/Southcenter, Federal Way and Bellevue. Each will have a network of service that will allow transfers and higher levels of direct routes to the areas where they are located.

Downtown Bellevue is slated

for the first transit center, which will provide timed transfers beginning next February.

To begin building a network of suburban service, Metro also has implemented new bus service that runs every half hour north and south for 40 miles along Interstate 405 east of Lake Washington. The route links park-and-ride lots, local routes and several cities, including Bellevue.

"Bus service has traditionally been squandered in the suburbs," said Bill Hornung, chairman of the suburban issues subcommittee of the American Public Transit Association. "Suburbs were needed to finance transit systems, but only token service could be given in return."

"Transit productivity is critical to the financing of transit," said Metro's Executive Director

Neil Peterson. As a result, he predicts, more of Metro's service across King County will be tied to similar agreements.

"With the energy situation, I don't see people giving up transit," Peterson said. The growing budget crunch, however, will probably encourage the Metro Council to add service hours in

communities that have committed themselves to improve transit productivity.

Ann Bugge, Metro's community relations planner for the Eastside, has worked with various groups in developing the plan.

Bugge's phone number is 447-6868.

Metro Council approves transit agreement with City of Bellevue

Journal of Commerce 8/12/81
SEATTLE — The Metro Council has approved an incentive agreement with the city of Bellevue that will trade parking spaces for additional bus hours.

Under the terms of the two-year agreement, Bellevue can earn up to 10,000 additional service hours as employment density increases and parking ratios decrease in the downtown area.

"Land use patterns are the key to transit productivity," said Metro councilmember Mab Tocher of Bellevue.

"Bellevue has adopted zoning ordinances that will increase transit demand to downtown Bellevue," she said. "Metro is going to respond with more service."

Bellevue expects downtown

employment to increase from 12,000 to 22,500 employees by 1990. At the same time, Bellevue officials hope to encourage commuting by bus while restricting the growth of new parking.

"These actions will increase the demand for transit service to downtown Bellevue and enhance Metro's ability to serve that area productively," said Bob Neir, chairman of the Metro Council's Transit Committee.

"If downtown Bellevue continued to develop as it has in the past — with its large areas of free parking, dispersed development and uncomfortable pedestrian environment — Metro would not be able to serve that area efficiently," Neir said.

He noted that Metro hopes to negotiate similar agreements in other employment centers around the county.

The incentive agreement goes before the Bellevue City Council for approval Monday

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passenger transport

Published by the American Public Transit Association

Volume 39

Washington, D.C.

August 28, 1981

Number 35

Seattle Ties Service to Business Aid

SEATTLE WASH.— Until recently, efficient transit service to suburban communities may have seemed a contradiction in

TRANSIT MEANS BUSINESS

terms because productive bus service depends on residential and employment densities, the antithesis of the suburban lifestyle that now claims almost half of the population in the U.S.

Faced with the problem of providing increasing levels of transit service to suburban cities with sprawling job markets, the Municipality of Metropolitan Seattle decided to make a deal with Bellevue, the second-largest city in its service area. Similar agreements with other suburban centers may follow.

The Bellevue transit service incentive agreement allows the city to earn up to 10,000 additional bus hours during a two-year period if the city reduces its parking ratios and increases employment densities in its downtown area.

"Land-use patterns are the key to transit productivity," said Mab Tocher, Bellevue's Seattle Metro council member. "Bellevue has adopted zoning ordinances that will increase demand to downtown Bellevue. Seattle Metro is going to respond with more service."

When Bellevue incorporated in 1953, it had a population of 6000 people, most of whom depended on the Seattle job market. Today, as the fourth-largest city in the state of Washington, Bellevue has a population of 75,000 and a job base of 42,000.

Bellevue is typical of suburban communities all over the U.S. Surface parking consumes more than 70% of the land in Bellevue's central business district and provides about one free parking space per employee. More than 25% of the downtown traffic is cars moving from parking lot to parking lot. Less than 5% of people going to Bellevue take the bus.

"Three or four years ago, the idea of serving downtown Bellevue didn't cross our minds," said Jerry Dow, Seattle Metro manager of transit development. "Basically it was a lost cause."

But Bellevue could not be ignored. By 1990, downtown office space is expected to double to 3.7 million square feet, and employment is expected to reach 22,500. Thanks to new zoning ordinances, parking supply will not keep pace. Civic leaders have recognized that if they continue to provide huge quantities of parking there will be no place to put the buildings.

"We can't afford one person in one (See Seattle, page 9)

Seattle

(From page 1)

car," said Kirk Mathewson, a downtown land owner. "The cost of land is too much to provide all that surface parking."

Seattle Metro and developers have determined that with Bellevue's urbanization, demand for transit will eventually far exceed that of today. They know, however, that putting more transit service onto suburban streets designed for cars will not capture the potential transit ridership.

"Basically," said Nancy Rising, executive director of the Bellevue Downtown Association, "we needed an agreement that we could take to the bank. We needed to show building owners and leasing agents how people were going to get their buildings with less parking."

"Bus service has traditionally been squandered in the suburbs," said Hil Hornung, chairman of APTA's Suburban Issues Subcommittee. "Suburbs were needed to finance transit systems, but on-

ly token service could be given in return.

"Agreements such as what Bellevue and Seattle Metro now have give developers an easy-to-follow recipe," Hornung said. "They also give the transit agency a rationale for saying no to service that won't be productive."

"Transit productivity is critical to the financing of transit," said Seattle Metro Executive Director Neil Peterson. As a result, he predicts, more of Seattle Metro's service across King County will be tied to similar agreements.

"With the energy situation, I don't see people giving up transit," Peterson said. The growing budget crunch, however, will probably encourage the Seattle Metro Council to add service hours in communities that are committed to improving transit productivity.

To help guarantee the success of the plan, Seattle Metro will not begin new service until projected buildings open and employee densities accrue.

Bellevue may either save up its incentive hours for a later date or project what service will be needed when a building opens, officials said.

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METRO/BELLEVUE TRANSIT AGREEMENT WINS NATIONAL AWARD

An agreement that will trade parking spaces in Bellevue for additional Metro bus service has earned a national achievement award for downtown revitalization projects.

The Metro/Bellevue project was one of three receiving the International Downtown Executive Association's annual award. The award honors exemplary development strategies and events in downtown areas.

IDEA based its award on a report called "Shaping of the Bellevue Central Business District with Transit Service Incentives: Metro/Bellevue Incentive Transit Service Agreement." Metro planners Bob Simpson and Ann Bugge wrote the report along with Tom Noguchi, Bellevue's transportation planner.

The project encourages high-density development and lowered parking requirements in downtown Bellevue.

"This agreement represents a partnership between the private and public sectors," said Nancy Rising, executive director of the Bellevue Downtown Association. "The business community contributed its knowledge, and it is the entity that will make the agreement work."

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According to the two-year agreement, Bellevue can earn up to 10,000 additional hours of bus service as employment increases and parking ratios decrease in the central business district.

"This is the first time transit service has been linked to land use, the key in determining transit productivity," said Metro Executive Director Neil Peterson. "Such planning will help Metro serve the area more efficiently."

By 1990 Bellevue expects downtown employment to increase from 12,000 to 22,500 employees. To complement growth, city officials hope to encourage walking and commuting by bus.

"Existing development in downtown Bellevue is dispersed -- it's not a pedestrian environment," said Metro Councilmember Mab Tocher of Bellevue.

"Recently adopted zoning ordinances, however, will centralize office development and restrict the number of parking spaces to increase the demand for bus service to downtown," she said.

The award was presented Sept. 26 at the annual IDEA conference in Portland, Ore. Other cities receiving awards were Monroe, Mich., and Akron, Ohio.

IDEA is an international organization for professionals who work on downtown revitalization projects. Members include urban designers, planners, transit experts and executives of downtown improvement organizations in the United States, Africa, Australia, Canada and Japan.

