

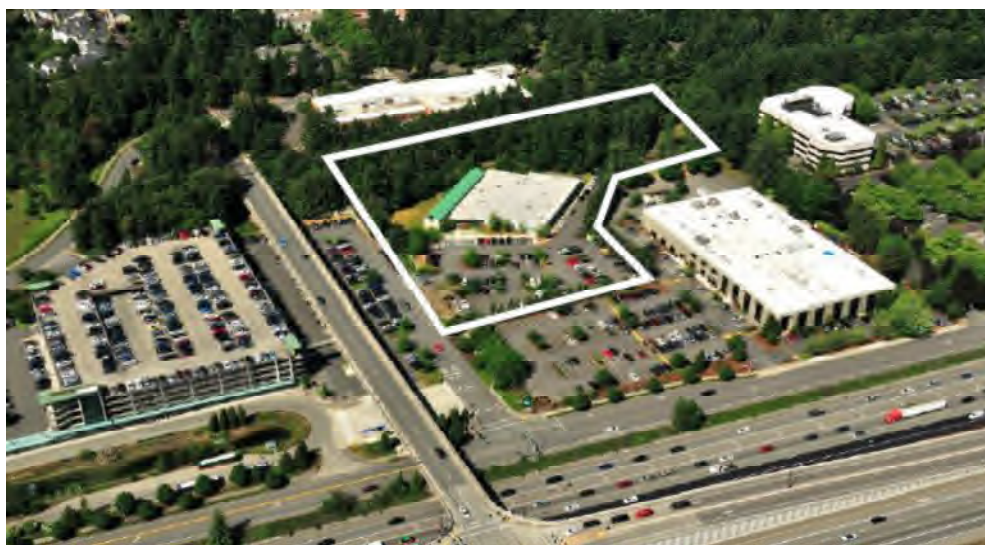
# 5 SURROUNDING AREA IMPACTS & PRELIMINARY MITIGATION OPTIONS

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All new development, of any kind, will impact or influence the environment in which it is placed. Whether the new development is a school, a store, a new housing development or a service business, it should be designed and located in such a way as to minimize impacts on neighboring areas, and if possible, to complement them. Analysis to date, best practices research, and voluminous public feedback have identified a series of impact factors to consider for the proposed Eastside Men's Shelter and Supportive Housing Project. Each factor is identified and described. Possible mitigation options are then listed based on ideas and suggestions from the community. The factors are:

- a) Location and facility considerations, including building structure and design
- b) The operation and management of the shelter, day services center and housing components
- c) Public safety
- d) Potential impact on surrounding future redevelopment
- e) Potential impact on surrounding property values

As with prior experience locating the winter shelter in its current and past interim locations, these mitigation strategies will be tailored to existing and developing conditions within the community. This report captures mitigation strategies identified by the community. However, the project is in an early phase of design and more strategies and ideas will be generated and refined should the project continue.



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## Location & Facility Design Considerations

Preventing potential impacts for a men's shelter, day service center and supportive housing project begins with a well thought out building structure and design. Both Congregations for the Homeless and Imagine Housing have been operating similar facilities separately in different areas of Bellevue for many years. The key for this project is to take what they have learned about surrounding area impacts from their existing facilities and apply that to this location. Due consideration is given to the fact that the combined shelter, day services center and supportive housing components will trigger unique impacts.

### *Preliminary Recommendations*

- Externally, the facility should provide a high quality building designed to fit into the surrounding community and future vision of the transit oriented neighborhood. It should be located in an area that provides adequate street lighting and clear pathways to entrances and exits.
- Pedestrian access to the Eastgate transit center should be as direct as possible.
- Separate entrances and exits should be provided to distinguish between the shelter and service center programming and the affordable housing.
- Apply CPTED (Crime prevention through environmental design) principles in the design of the building and to surrounding landscapes for increased visibility, eliminate hiding places and prevent unpermitted encampments.
- The city should examine and alter parking codes and enforcement to prevent car residency in the vicinity of the shelter.
- The city should continue to strictly enforce trespassing on both public and private property to prevent and remove unpermitted encampments

## Operations & Program Management

The success of this project in transitioning people out of homelessness will depend upon how it is operated and managed over time. Congregations for the Homeless (CFH) and Imagine Housing are experienced local shelter program and housing managers. These agencies have a mission to serve Eastside residents and have deep existing networks of support within the community.

The combination of an overnight shelter, day services center and supportive housing together in the same facility will create new opportunities for coordination of services. At the same time, it will create challenges as the two service providers work together and with the surrounding community to establish an operating and management system that minimizes impacts in the neighborhood. That will require broad communication and coordination with a range of community partners.

### *Preliminary Recommendations*

- Establish a good neighbor advisory group comprised of representation from surrounding businesses, neighborhood residents, Bellevue College, and Seattle-King County Public Health, to provide community feedback on facility operations over time.
- Use the advisory group to create a good neighbor plan to identify operating practices that will be followed to minimize surrounding area impacts.
- Provide annual report of shelter performance measures (as determined by above stakeholder group) to be available for review by the community.

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- Identify a 24-hour phone number and point of contact at the overnight shelter and day service center for the community to report any and all concerns. All calls should be logged with resolution steps documented and made available to the public.
  - Establish a perimeter around the shelter where shelter residents and day center users will be held accountable to uphold the shelter and day center's code of conduct. Size and location of perimeter based on consideration of future TOD development, sensitive users in the area, public safety and other considerations
  - Establish clear consequences for those that do not follow the code of conduct and create systems whereby individuals barred from the shelter or day center are directed to other, more appropriate shelter locations in other areas.
  - Provide dedicated security staff with the responsibility to monitor inside and outside the building to address code of conduct violations, including prohibition of loitering at the immediate neighboring properties.
  - Take advantage of the proximity to Bellevue College by establishing programs and services that can be provided by students in programs such as nursing, counseling, social work, career counseling and others.
  - Maintain standard operating procedures to screen for sex offenders and ensure appropriate and timely police and community notification.
  - Establish clear and regular communication between the overnight shelter staff, security staff of neighboring properties, and Bellevue Police to maintain a culture of safety in and around the program. Suggest regular meetings as part of ongoing operations.
  - Community engagement in the provision of services at the shelter (volunteering, donating, service projects, etc.) to make the facility welcoming and open to the community.

Additionally, there is a great deal of community concern and questions around the shelter and day services center being operated as a low-barrier shelter. CFH has operated a low-barrier shelter in several neighborhoods within Bellevue during winter seasons since 2008 driven by the initial goal of ensuring homeless individuals have a safe place to get out of inclement weather to avoid potential death due to exposure. Entirely eliminating the low-barrier nature of the shelter would put the city in the position of determining how to meet the needs of a segment of the homeless community during the severe weather months or periods of extreme weather. Understanding the concerns driving community objections to a low-barrier operating model leads to several ways to maintain the proposed model. It also minimizes the risk and increases awareness of how those risks can be managed. Options to further refine the program are included in the list above, and also include:

- Exploration of partitioning overnight shelter space to dedicate a clean and sober area.
- Determine the appropriate scope of shelter operations if and when additional funding for operating year-round become available. CFH to date has not had sufficient funds to operate this shelter year-round; the next phase of the project must identify the terms on which year-round operations could be included, and whether low-barrier entry requirements would be different during warm-weather months.
- Reviewing intake and screening procedures regularly with Bellevue Police to ensure consistent and constant identification of individuals with any outstanding warrants or sex offences.

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- Establishing policies to discourage or prevent long-term shelter residents who do not engage in supportive services or exhibit interest in moving to stable housing.

## Public Safety

The number one community concern about the Eastside Men's Shelter and Supportive Housing project is about public safety for the surrounding community.

The Bellevue Police data report on the Eastside Winter Shelter provides a helpful frame of reference for the overnight shelter over the past five years. Police statistics show that Bellevue is a remarkably safe city and the presence of the Eastside Winter Shelter does not increase the Part I Violent Crime rate (including homicide, rape, robbery and aggravated assault) for the community. Property crime rates around the existing Winter Shelter have also followed citywide trends. Warrant arrests in the BelRed area were higher than the citywide rate, although the BelRed area started out at a higher rate prior to the shelter being located there. And the VUCSA/drug arrest rate was lower in the area surrounding the shelter than the drug arrest rate citywide or Eastgate area. Bellevue Police have consistently advised that crime prevention strategies must be put in place around the shelter and day services center to lessen the likelihood of property crimes and crimes of opportunity. Also, cases of trespass, illegal encampments and long-term parking of cars and RV's must also be proactively addressed as they may occur with more frequency around a day services center, if allowed. The detailed report on crime data from the Bellevue Police can be found at:

[www.bellevuewa.gov/eastside-mens-shelter.htm](http://www.bellevuewa.gov/eastside-mens-shelter.htm)

Attention to public safety concerns will need to be continually monitored. Ongoing communication and alertness by the service providers, Bellevue Police, and the surrounding community will be necessary to work together toward maintaining a safe community.

### *Preliminary Recommendations*

- As Bellevue College and the Eastgate commercial area develop, consider providing sub-station space near the site for Bellevue Police.
- Work with CFH and surrounding community to establish an outside perimeter to apply the shelter's code of conduct.
- Adopt a CFH policy which would identify Sunset Ridge, Harmony and Seasons at Madrona as "off-limits" for shelter and day center guests, unless there is a clearly identified reason for visitation. Consider same for other residential or commercial areas in consultation with property owners.
- Increase police presence around shelter to provide community policing and work directly with surrounding stakeholders (businesses, students, residents) to resolve problems proactively.
- Apply CPTED (Crime prevention through environmental design) principles in the design of the building and to surrounding landscapes for increased visibility, eliminate hiding places and prevent unpermitted encampments.
- Proactively establish a plan to prevent potential increases in vehicular residences around the shelter. This may include altering the city code to disallow long-term parking.
- Continue to actively enforce trespass violations on public and private property to prevent and remove encampments.

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## Potential impact on surrounding future redevelopment

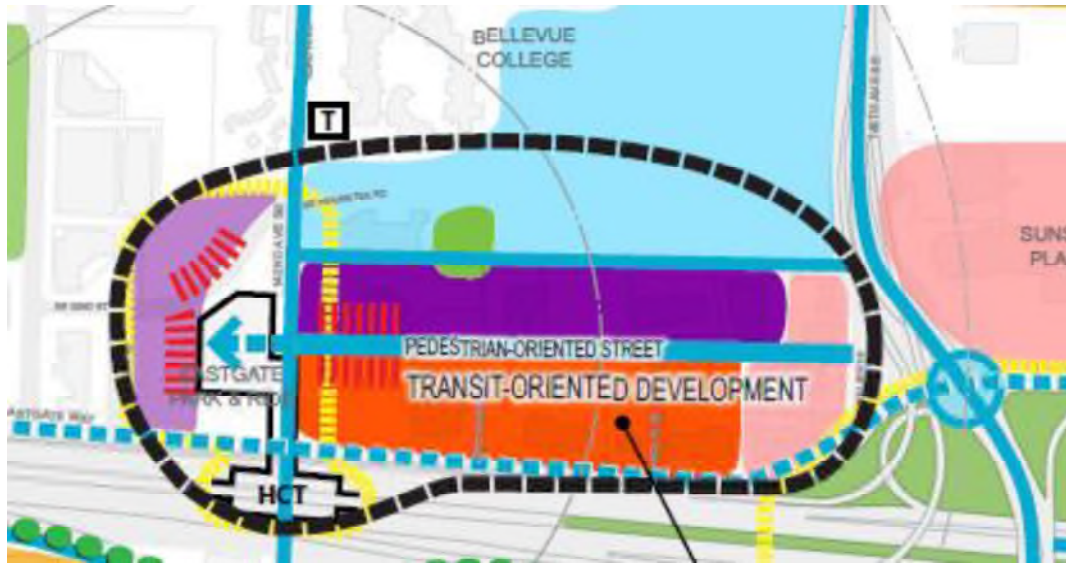
In Bellevue and in other cities, homeless shelters, day services centers and housing for individuals exiting homelessness coexist in the urban environment with market rate housing, retail and commercial office space. Local examples are:

- In 2016, Weyerhaeuser moved its headquarters from Federal Way to a newly constructed building in Pioneer Square, the epicenter of homeless shelters, housing and services in King County. As reported in a November 29, 2016 New York Time article highlighting the move, “Mr. Evans of Weyerhaeuser said the new location was a positive for recruitment.”
- In Ballard, Greenfire Campus, a new high-end housing (with lease rates from \$1,700 to \$4,000 a month) and retail complex is constructed adjacent to the Urban Rest Stop, a hygiene center for individuals experiencing homelessness.
- Congregations for the Homeless operated a day services center in Downtown Bellevue from 2013 to 2016, sharing a building with a child care center.
- In 2015, Low Income Housing Institute (LIHI) opened August Wilson Place on NE 2<sup>nd</sup> Street in Downtown Bellevue. The building is occupied by 57 households earning less than 60% of the area median income, with 20 units set-aside for households exiting homelessness. Adjacent to August Wilson Place are offices for Catholic Community Services (at the new location of First Congregational Church), where individuals experiencing homelessness come to be assessed for housing placement and receive services referrals. Two months after August Wilson Place opened, Marriott opened a new hotel one block away. A second new construction project has since started on the same block.

It is also clear that a poorly managed facility can create problems for surrounding properties, and that good design and proactive management are essential to being a good neighbor.

The Eastside Men’s Shelter and Supportive Housing Project is a proposed addition to a 4-acre parcel of King County owned land. This parcel is located within an area that was, in 2012, recommended to be rezoned as a transit-oriented development node. The Citizen Advisory Committee for the Eastgate Land use and Transportation Project made this recommendation based upon the idea that the economic and urban redevelopment prospects for this area could be raised if Bellevue College, the Eastgate Transit Center and the Lincoln Executive Center were re-imagined as a “walkable, bikable, transit-oriented, multiuse center where people work, live, shop, learn, and recreate.” [Eastgate I-90 Land Use and Transportation Project CAC Final Report, p. 21]

This vision was captured in the diagram below. As the Eastgate planning process progressed, the vision was maintained and translated into the approved Comprehensive Plan for the area as well as the draft Land Use Code amendments.



This vision and planning has set the framework within which the Eastside Men’s Shelter and Supportive Housing Project has been designed. Further, the proposed design could help to accelerate the implementation of the transit-oriented vision. It accelerates the vision in the following ways:

- In discussions with staff at King County and Intellectual Ventures, they indicated they have no current plans for full redevelopment of those two properties. Thus there could be a long hiatus before redevelopment of these sites contributes to the transit-oriented vision. The Eastside Men’s Shelter and Supportive Housing Project could create a path for earlier implementation of some key pieces of the vision.
- The project would be the first new apartment housing in the Eastgate TOD area. Affordable housing projects can often “prime the pump” for other future market-rate multi-family developments. Non-profit housing developers are not tied to residential market forces. In this way, a successful housing project in the Eastgate TOD area can pave the way for others.
- The project could implement the gateway and first leg of the pedestrian-oriented connection.

#### *Preliminary Recommendations*

- Continue to plan project elements in accord with the adopted Eastgate I-90 Land Use and Transportation Project vision for a mixed-use transit-oriented development district.
- Work with King County to implement elements of the Eastgate vision on its property, including the gateway and pedestrian-oriented connection
- Use the city’s land use approval and permit process to identify performance standards and mitigation measures appropriate for the project.
- Work with King County, Congregations for the Homeless and Imagine Housing to memorialize regularly-timed evaluations of the project with the ability to change or discontinue elements of the project, should they be proven to jeopardize the future redevelopment potential of the transit-oriented node.



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## Potential impact to surrounding property values

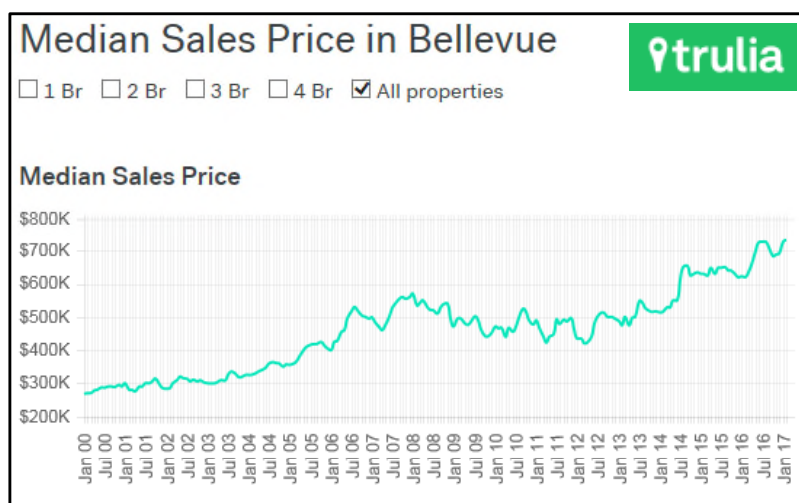
Community members have raised concerns as to how the proposed Eastside Men’s Shelter and Supportive Housing Project may impact the value of surrounding area property. As will be detailed in this section, no definitive conclusion about this project can be drawn from available data, except that there are controllable factors that influence a project’s positive or negative effects on the values of surrounding properties. These factors are described below and should be considered during the design of the proposed project and in any future mitigation strategies.

### *Publicly-owned and commercial property*

As a point of context, the proposed site is located on publicly-owned property and is surrounded on two sides by other publicly-owned properties, Bellevue College and the Eastgate Park & Ride. For these two neighboring properties, changes in property value are of little consequence. The site has two directly adjacent commercial property neighbors in Intellectual Ventures and the Lincoln Corporate Office complex. For commercial properties, land value is driven principally by development potential. This area is undergoing a change in zoning and development potential, as envisioned in the Eastgate I-90 Land Use and Transportation Plan. The Comprehensive Plan amendments have been adopted and land use code amendments are in the process of being adopted to implement the land use vision. That vision allows for higher density development with a greater variety of uses. This type of change translates to higher commercial property value. The potential issue then for the neighboring commercial property is not the extent to which property values would decrease as the degree to which a shelter and affordable housing project may constrain the growth of commercial property values.

### *Residential property*

The studies evaluated for this report focus on the impact that shelters or affordable housing projects have on residential property values. The closest housing to the north, Sunset Ridge Condominiums, is an 850 foot walk on trail and sidewalk, or 2,500 foot drive on surface streets. The closest housing to the south is over a half-mile walk or drive to the single-family neighborhoods of Eastgate, south of I-90. In all, residential



property values in Bellevue have been a long sustained rise and reflect some of the highest values in the State of Washington. Balancing this, Eastgate residents have accurately pointed out that average home values in the Eastgate area, due to the age of the housing stock, are generally lower than other Bellevue neighborhoods.

One study of the impact of homeless shelters on property values that has been widely circulated in the community comes from an article produced in March 2016 by the National Association of Realtors:

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[www.realtor.com/news/trends/things-that-affect-your-property-value/](http://www.realtor.com/news/trends/things-that-affect-your-property-value/)

The Realtor article's methodology compared "the median home price of the ZIP codes with that facility with the median price for all homes in the same county." Using that calculation, they found that across the nation, homes in zip codes with homeless shelters generally had property values 12.7% lower than the home values of the county as a whole. Several other "drag-me-down facilities" were studied such as hospitals, high-renter concentration areas and cemeteries. Cemeteries had a similar impact as shelters, leading to 12.3% lower home values.

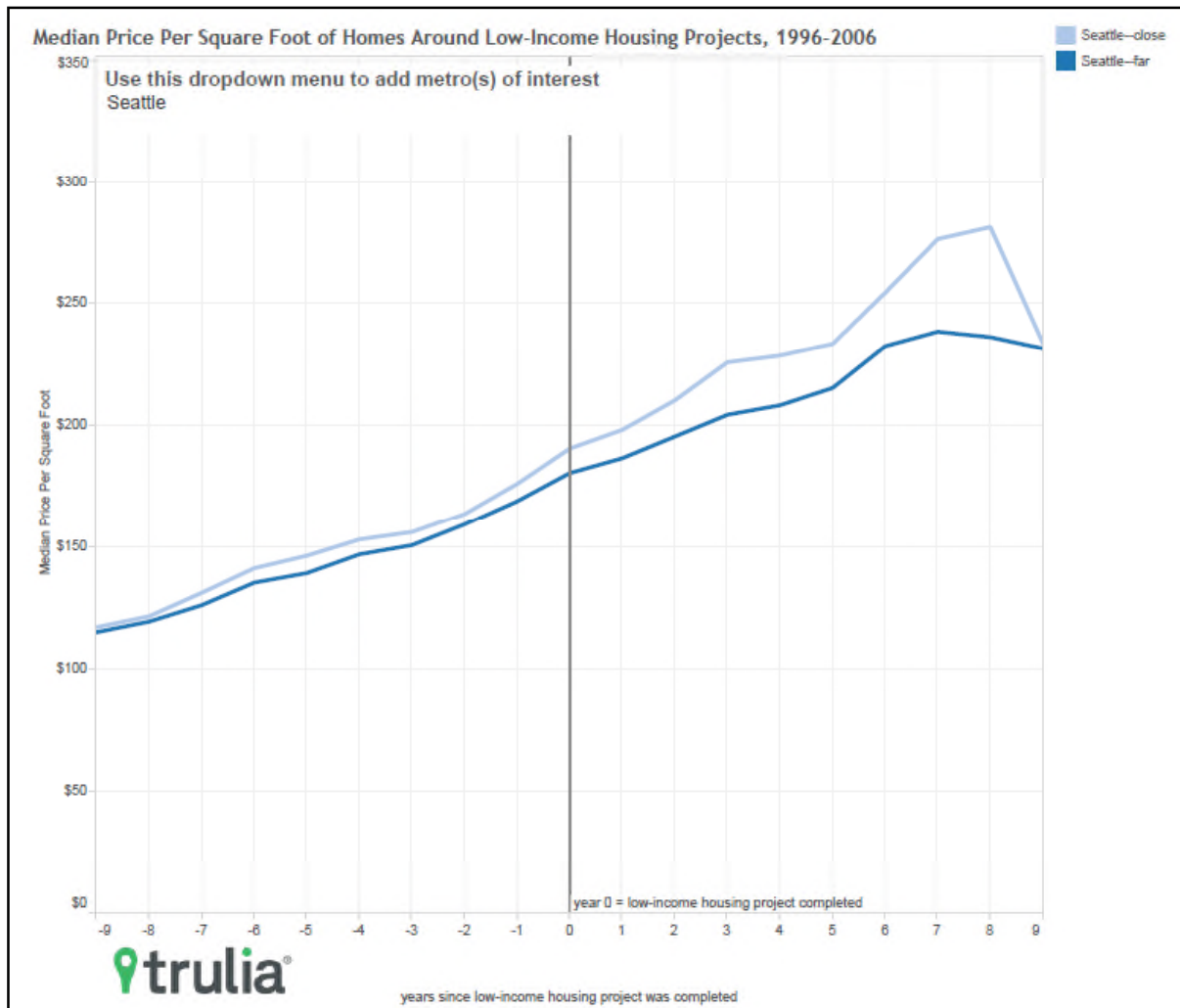
This study methodology does not appear to translate to the real estate environment in Bellevue and King County when looking at existing uses that are noted by the study to have a negative effect on property values. For example, the zip code in which the shelter is proposed (98007) has a cemetery (Sunset Hills), yet the median home value, as calculated on 2/28/2017 by Zillow, is \$609,300, while the King County median is \$532,600. In this case, the zip code median value is 14.4% higher than the county median value.

A recent study conducted in November 2016 by Trulia analyzed the impact of nearby home values before and after development of affordable housing properties financed by the Low Income Housing Tax Credit (LIHTC) program. The report is available at:

<https://www.trulia.com/blog/trends/low-income-housing/>

While not specific to homeless shelters, the proposed Eastside Men's Shelter and Supportive Housing Project would be funded by low-income housing tax credits (LIHTC) and many of these projects set aside units specifically for individuals exiting homelessness. The study focused only on the nation's 20 least affordable housing markets, of which Seattle (including Bellevue) was included. The chart below is specific to the Seattle Metro area and finds that over a ten-year period, residential properties within 2,000 feet of a LIHTC-financed affordable housing project had median values higher than residential properties beyond 2,000 feet away.





An older report, *The Question of Property Values*, published in 1996, is an annotated bibliography compiled by UCLA researchers of 43 different studies of the impact of “human service facilities” on the market values of surrounding properties.

<https://www.hudexchange.info/resources/documents/TheQuestionofPropertyValues.pdf>

The survey found 32 of the 43 studies found no significant impact on surrounding property values. Further, six of the remaining studies indicated that such facilities could have positive influence on the properties around them, three studies had inconclusive results and two found negative impacts on property values.

Because finding property value studies that are recent in time, accurate to Bellevue’s economic conditions and specific to the proposed project is challenging. Therefore an alternate way of assessing the potential impact is necessary. Harvard University’s Joint Center for Housing Studies released a report in 2006 that analyzed “spillover effects” of subsidized rental housing on neighborhoods. Since specific impacts, particularly on property values, are difficult to generalize, the report identified five mechanisms to help assess the expected impact of a project on the unique characteristics of the neighborhoods in

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which they are built. Each of the five mechanisms could exert a positive, neutral or negative impact. They are:

### 1. Removal Effect

What is the project replacing? If the project is replacing a blighted building or unmaintained property, it may have a positive effect, whereas if it displaces a desired land use, it may have a negative effect.

In the case of the proposed Eastgate shelter and housing project, the new building will either be constructed on a surface parking lot (with parking capacity maintained by redistribution on-site and construction of structured parking) or constructed against an undeveloped vegetated hillside. There is no pronounced positive or negative removal effect.

### 2. Physical Structure Effect

Will the aesthetic appearance of the newly constructed building fit into the character of the neighborhood, or detract from the character?

With good architectural design, the newly constructed building could have a significant positive impact on the aesthetic appearance of the Eastgate commercial area, which currently consists of older suburban style office buildings and the Eastgate Park & Ride parking structure.

### 3. Market Effect

Does the project encourage private development or redevelopment in the immediate vicinity, or crowd out the private market?

The city has presented the project to the immediate commercial tenants and property owners and none have yet expressed concern that the shelter and housing project will inhibit their future plans or ability to develop their properties. This is in large part due to the anticipated land use code amendments and re-zoning that will increase flexibility in density and types of use as described in the Eastgate I-90 Land Use and Transportation Project. Additionally, the 50-60 units of new multi-family housing could serve to attract additional market-based multi-family housing development, consistent with the TOD vision.

### 4. Population Growth Effect

Adding additional residents can positively impact a neighborhood's ability to attract commercial activity, but can also stress existing transportation infrastructure or public safety resources.

Adding new residential uses is a desired goal of the Transit-Oriented Development node proposed in the Eastgate I-90 Land Use and Transportation Plan. Both shelter and housing residents will be highly transit dependent and not expected to negatively impact transportation infrastructure. The impact to public safety resources has been highly studied and scrutinized throughout the process with planning in place to address. If the building is designed in a way to advance the transit-oriented development vision for the area, it could result in a positive effect.

### 5. Population Mix Effect

This mechanism relates not to how many new residents move in, but how those residents differ from the existing residents of the area, in both economic and demographic characteristics.

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For this mechanism, it is important to note that low-income individuals have long frequented this location. The Eastgate Public Health Clinic has been on this site since the early 1990's and the DSHS Eastside Community Services Office (welfare office) was previously the tenant at the building currently occupied by Intellectual Ventures. Low-income and homeless individuals come to this location daily for services already. However, the proposed project would allow currently homeless and previously homeless individuals to live at this location either at the shelter or in the affordable housing component of the property. This is perhaps the least known mechanism as this project would be one of the first multi-family residential buildings to be developed along Eastgate Way within the Transit-Oriented Node.

*Preliminary Recommendations*

- Use the five effect mechanisms listed above as the project is being designed and programmed to neutralize any potentially negative effects or influences on surrounding property values.