

Attachment D: Curb Management Plan Outline

Document Summary

This document summarizes the content being developed for each section of the Bellevue Curb Management Plan.

Introduction

As described by the Institute of Transportation Engineers (ITE), “curbside management seeks to inventory, optimize, allocate, and manage the curb space to maximize mobility, safety, and access for the wide variety of curb demands.” This Curb Management Plan (CMP) is intended to help Bellevue:

- Plan for rapid current and future growth in Bellevue’s Urban Core areas, and the increased mobility needs associated with this growth
- Address the increasing prevalence of “new mobility” services appearing at curbsides, including private mobility service providers and operators
- Formalize an approach for advancing and encouraging innovative curbside strategies that have been piloted in recent years, partly in response to the COVID-19 pandemic

To accomplish this, the CMP establishes a curbside vision and prioritization framework for curb uses, identifies direction for curb programs, and provides recommendations and frameworks for implementation.

What was the CMP development process?

The CMP is the result of a year-long study that analyzed curb conditions in Bellevue and engaged local and industry stakeholders to identify curb policies and interventions for the City. The CMP captures curbside policy direction developed through the course of this study and defines a vision for the curb that matches Bellevue’s growth trajectory. The plan supports and reflects broad feedback from policymakers, boards and commissions, City staff, developers, residents, business owners, and other stakeholders.

The study area for the CMP is Bellevue’s growth corridor, which includes the Downtown, BelRed, Wilburton, and East Main neighborhoods. The study area has seen many new residential and office developments in recent years, and this rapid growth of residents, jobs, and commercial activity is expected to continue. The study area will have five new light rail stations as part of the upcoming East Link Light Rail extension.

Background & Existing Conditions

This section describes background and existing conditions of Bellevue’s curb space, operational practices, policies, and code associated with curb management. Key concepts include highlighting the importance of the curb in Bellevue, how the asset is allocated and being used today, and providing an overview of plans and policies that are currently in place to identify gaps and opportunities.

Key trends necessitating a holistic curb management strategy include:

- Sustained population and job growth within Bellevue’s urban neighborhoods
- The upcoming opening of the East Link light rail extension and the 42-mile Eastrail multi-use trail
- Changes in commute travel modes between 2014 to 2019 that demonstrated a drop in single-occupancy vehicles
- Major increase in freight and delivery services within the last decade
- On-going rise and evolution of shared mobility services including car share, bike share, and app-based ride hailing companies
- Rise in employer shuttles for large companies
- Placemaking-focused curb pilots to create outdoor public space and dining areas since the COVID-19 pandemic

Key takeaways include:

- Current managerial practices regarding curbside operations are often handled ad hoc.
- Curb demand management approaches and associated fee structures are inconsistent and inequitable across use cases.
- Dedicated staff and funding sources for curb management are lacking. Currently, duties are shared across many teams and departments.
- Curb enforcement resources are constrained and limited, with responsibilities divided between contractors and Bellevue Police Department.
- Pilots have delivered new insights, but practices haven’t transitioned into operational procedures.
- Bellevue has some curb practices in place now, but they are not applied as holistically and flexibly as they ideally could be.

Public Engagement

This section describes a series of public engagement efforts that were primarily conducted between January and April of 2022 to inform the CMP. Additional engagement activities took place throughout 2022. The team strategically sought

engagement from community experts, City decision-makers, and a diverse array of community stakeholders who would serve as representatives of the broader Bellevue audience. Key themes that were heard across all three engagement activities include prioritizing pedestrian safety, providing better support for freight delivery services, maintaining a balance between flexibility/resilience and predictability/legibility, maximizing the potential of enforcement and pricing, and utilizing digital tools and technology to improve curb performance.

Curb Summit

The Curb Summit was conducted virtually on March 29 using the meeting and engagement platforms Zoom, Miro Board, and Mentimeter. The event was divided between a morning session that was broadly open to the public, and an invite-only afternoon session that included practitioners working within the curb management field. There were 95 total attendees between the public session in the morning and practitioner workshops in the afternoon.

The goal of the Curb Summit was to:

- Build local and national partnerships in advancement of curb management objectives.
- Familiarize attendees with background and existing conditions of the curb in Bellevue.
- Crowdsource policy ideas and key opportunities from an expert audience.
- Educate stakeholders on implementation challenges.
- Identify key policy topics for further engagement and consideration.
- Establish expectations for future engagement and partnership.

This section will summarize key findings from the Curb Summit event.

Focus Groups

Six focus groups were conducted in early 2022. The focus groups consisted of stakeholders from mobility service providers, local businesses, regional employers, residents, transportation advocates, and developers. The purpose of focus groups was to clarify and/or confirm definitions and use cases related to the curb; ground truth needs and perspectives of users; and gather expertise from community representatives about user, operator, and interest groups. This section will summarize key findings from each focus groups' operational needs, success, and future opportunities for the curb.

Questionnaire

An online public questionnaire was administered from February to April 2022 asking about user experience of curb space, identifying and prioritizing potential opportunities, and demographics. The questionnaire was advertised by the City via

multiple channels and received 196 responses. It was accompanied by a geographic input map for location-specific feedback. The questionnaire was intended to give a broader opportunity for input beyond the focus groups.

Policy Development & Public Process

This section describes the policy development components of the CMP. City Council, Planning Commission, and Transportation Commission have all played a role in policy development, as have City staff overseeing CMP development. Most existing curb-related policies provide broad guidance within the Downtown Subarea only, and the Comprehensive Plan Amendment (CPA) will amend policies in the Transportation Element and Downtown Subarea Plan in support of the CMP.

In early 2022, Council initiated a Comprehensive Plan Amendment (CPA) work plan related to curb management to direct development of policy recommendations and the CMP, through the Transportation Commission. A Directional Workshop early in the project timeline was critical to providing focused time for City staff and key stakeholders to create preliminary policy recommendations and CMP concepts for consideration.

Council Initiation Timeline

On November 15, 2021, the City Council approved a consultant contract and scope of work for the Curb Management Plan (CMP).

On February 14, 2022, the City Council provided direction to initiate a 2022 Comprehensive Plan Amendment workplan in support of curb management, and to direct development of the CMP, both through Transportation Commission.

Further touchpoints are planned for late 2022 and mid-2023 to review and take action on the recommended CPA, and eventually review and take action on adopting the Transportation Commission recommendation for the CMP.

Transportation Commission development

The Transportation Commission developed and recommended policy amendments in support of curb management during several meetings in 2022 as part of the 2022 annual CPA workplan. The Transportation Commission reviewed, discussed, and debated material regarding the 2022 CPA workplan during three study sessions between April and June 2022. At the meeting on June 9, 2022, the Transportation Commission voted unanimously to approve policy recommendations that support curb management in Bellevue.

The Transportation Commission also guided development of materials and recommendations for the CMP, in particular the curb prioritization framework and curb demand management recommendations. Materials for the CMP have been presented and discussed with the Transportation Commission throughout 2022,

and have included: project introduction, existing conditions review, curb typology concept introduction, policy recommendations, and curb pricing structure review.

Further touchpoints are planned for the fall 2022 and early 2023 to present and finalize the curb typology and prioritization framework and then to review and approve the CMP.

Planning Commission involvement

Bellevue's Planning Commission has played a critical role in policy review within the CMP. The CMP work plan was first introduced to the Planning Commission in March 2022, following up with a session in June 2022 to discuss CMP policies. On September 14, Planning Commission will conduct a public hearing and will take action to transmit policy recommendations to the City Council.

“Curbonomics” - Curb Supply & Demand

As Bellevue develops more robust curb management practices, it will be important to contemplate the curbside from an economics point of view for long range planning and budgeting purposes. For this project, “Curbonomics” focuses on the concept of supply and demand for the curb.

This section describes curb supply and demand concepts and how they shape the curb management program.

Curb Supply Management & Typology

Bellevue has limited curb space within its street network, and the city's transportation system is required to handle a wide range of competing mobility and adjacent land use activities. Within the Urban Core neighborhoods of Bellevue, curb supply is constrained and can practically only grow through development activity or capital improvement, which takes years to realize. Establishing a framework for assessing existing and future curb allowances is a key component of the CMP.

The curb typology will articulate curb use priorities and will indicate which policies, management tools, and processes are applicable to each block face. The typology framework has been developed by a key city staff working group and the Transportation Commission.

When completed, the Curb Typology is expected to showcase a range of curb types based on adopted city plans, adjacent land use, urban context, transportation network conditions, and right-of-way designation. Curb types are described in terms of four general curb functions:

Movement: how do people move along the length of the curb?

Access: how, when, and where do people access adjacent destinations, such as shops, residences, or offices?

Place: what types of activities and uses are happening within the curbside area, such as food vending and parklets?

Storage: how does the curbside area provide space for longer-term vehicle storage (i.e. 2-hour parking), bicycle parking, and transit layover space?

The curb typology will also provide a language and framework to help address dynamic curb uses and demands that vary by time of day. It will also help address future changes to the development context, citywide transportation network, technology options, and community priorities.

Curb Demand Management & Pricing

Demand for valuable curb space can vary widely depending on type of use, time of the day, and the seasonal variations within roadways. Effective curb demand management is a vital tool for achieving long-range goals associated with mobility, land use planning, and urban growth – especially in dense commercial areas. As growth accelerates, curb demands can overrun the finite curb supply if proper management structures and tools are not employed.

Since March 2022, City staff and the consultant team have researched best practices for curb management program approaches and various tools for optimizing curbside activity in alignment with both present day and long-range planning goals. The project team developed draft technical reports on curb pricing – including revenues and costs associated with enforcement, curb use permitting, and potential parking pricing approaches. These technical reports will be incorporated into the draft CMP.

Curb pricing is important because industry research suggests it is the most effective demand management tool – particularly parking pricing. As Bellevue's growth corridors densify, the limited parking supply will result in increased competition. Recent and ongoing growth will impact and increase pressures along the curb. Revenues from a curb pricing program would help augment curbside enforcement activities and be reinvested into the community, improving mobility operations and livability within growth corridor areas.

The following Curb Pricing Principles were identified, including input from the Transportation Commission:

- Curb pricing rates should be established to achieve target parking occupancy goals
- Curb pricing should support efficient enforcement structures, ensure optimized mobility operations, and contribute toward streetside amenities.
- Curb pricing should be easily communicated to and understood by the public.
- Curb permitting structures should be simple and transparent.

- Curb pricing structures should include strategies to ensure equitable outcomes.
- Curb pricing should achieve city goals and policies.

Based on those principles, the Transportation Commission and the project team identified the following curb pricing opportunities:

- Launching a paid on-street parking program, using demand-responsive pricing with a performance target set, to ensure spaces are well-used but that it is easy to find a space.
- Exploring strategies to charge for specific load and unload activities
- Revisiting existing curb use lease fee permit structures
- Formalizing micromobility permit structures
- Creating permanent parklet/street dining permit programs.

Curb Management Recommendations & Implementation Roadmap

This section describes organizational, policy, and programmatic recommendations across the broad range of current and future curb uses. New and amended curb policies, as formed through steps described above, will be summarized.

In addition to broad recommendations, general permitting considerations will be summarized – including near-term steps to modify existing permitting structures as well as permitting innovations to ensure curb uses align with existing and future demands.

Earlier analysis, engagement, and staff interviews will ensure underlying historical background and operational factors are well-represented in development of the curb program.

This section will also include implementation practices and considerations for Bellevue. It will provide guidance on organizational recommendations with associated resourcing, technology, and administrative features to initiate a curb management program.

The report will describe how recommended projects, policies, and actions were developed, evaluated, and prioritized. Documentation will be action-oriented, clearly identifying next steps and proposed timelines, while helping to provide context and background for each step. This will help readers understand the recommendations and the factors contributing to the decision-making process, to create a foundational body of work to build upon as implementation and monitoring progresses after the CMP is officially adopted.

Supporting Documents

Curb Practices Guide

The Guide describes approximately 25 curb strategies, or management tools, which are divided into the following categories of curb uses:

- Curb regulations
- Storage
- Curb access
- Sustainable and emerging modes
- Curb space activation guidelines and application processes
- Digital governance and policy
- Transportation Demand Management to reduce curb demand

For each curb strategy, the Guide documents a set of practices that range from best in class to more rudimentary practices of sound curb management. These practices will shape how City staff and other stakeholders implement the curb strategies to achieve Bellevue's overarching curb outcomes and objectives.

Elements within each curb strategy include:

- Graphic representation of ideal outcome
- Target policies/actions, processes, and timelines
- Technology tools and strategies
- Design strategies
- Cost considerations and pricing mechanisms
- Key stakeholders and relevant partnership models
- Example use case in Bellevue or similar city

Lastly, the Guide provides implementation guidance including project design considerations, permitting considerations, innovations, and evaluation frameworks.

Curb Pilot Roadmap

This section describes the near-term roadmap to establishing outcome-oriented curb pilots to test new operational approaches to curb management in Bellevue. First, the roadmap establishes the key problem areas and priorities to test solving through pilots. Several recommended pilot concepts are introduced and discussed within the context of Bellevue's broader curb strategy. For each pilot, the roadmap presents guidance on planning, launch, execution, and evaluation (specific examples include pilot requirements, location, timeline, stakeholders/partners, revenue/costs, vendor/technology considerations). The roadmap also includes an action agenda and tactical next steps for City staff.