

City of
Bellevue



Transportation Commission Study Session

DATE: May 15, 2023

TO: Chair Stash and Members of the Transportation Commission

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SUBJECT: 2024-2033 Bellevue Transportation Demand Management Plan Update

DIRECTION REQUESTED

☐ Action
☒ **Discussion/Direction**
☐ Information

At the May 23 Transportation Commission study session, staff will present the final draft 2024-2033 Bellevue Transportation Demand Management (TDM) Plan, a document intended to guide the city's TDM efforts for the next decade and will seek Commission feedback. Staff will focus its presentation on the vision statement, goals, drive-alone targets, performance measures and updated implementation strategies. Staff will also go over the public input period process and comments received to date involving both the public and key employer and property manager stakeholders across Bellevue. Additionally at the May 23 Commission study session, staff will present their responses to the questions/comments provided by the Commission at the June 8, 2023 study session.

The final draft of the plan, with all public and stakeholder input addressed, will be brought back to the Commission for final review and endorsement on June 13.

BACKGROUND AND INFORMATION

Definition and Purpose

As shared at the June 8, 2023 Commission study session, TDM involves activities that encourage people to choose, and facilitate their choice to use, transportation modes other than driving alone, such as transit, carpool, vanpool, walking, biking and telework. Through TDM, the city can relieve pressure on roadways and achieve greater efficiency in the transportation system. In Bellevue, as with other jurisdictions in this area, TDM is conducted through a combination of regulation and encouragement. On the regulatory side, the city has Commute Trip Reduction requirements through state law and city code that apply to large worksites (generally those with 100 or more employees who commute to the site in the 6-9 a.m. window). These sites must have in place a program to reduce the proportion of employees who commute by drive-alone mode and conduct measurement and reporting. Similar Transportation

Management Program city code requirements apply to large building developments and are imposed as a condition of development approval.

On the encouragement side, TDM staff work with the public, as well as those who affect the transportation choices of others (including employers and property managers), to encourage the use of non-drive-alone transportation modes through marketing, education, implementation assistance, and provision of incentives. The city has been engaged in TDM since the mid-1980s, and the program has a strong basis in policy support and longstanding practice.

The 2015-2023 Bellevue TDM Plan has reached the end of its intended plan period and is being updated for the next ten-year period of 2024 through 2033. The update is slated for completion in June 2024. The Bellevue TDM Plan is not a policy plan and is not adopted by Council. It is an administrative document that guides the TDM program in keeping with Comprehensive Plan goals, policies and targets related to TDM.

Previous Commission Discussion

On May 11, 2023, staff presented an overview of the TDM program, the existing 2015-2023 Bellevue TDM Plan, and the in-process update for 2024-2033. The presentation also included the TDM Plan's relationship to the Comprehensive Plan, including commute trip mode share targets. On June 8, 2023, staff presented the background chapters of the 2024-2033 TDM Plan Update for discussion. For the December 7, 2023 Commission meeting, staff transmitted a memo for information purposes with a reminder of previous Commission discussion regarding the plan and inclusion of the steps staff would pursue in the coming months in preparation for the next study session.

2024-2033 TDM PLAN UPDATE CONTENT

At the May 23 Commission study session, staff will present the following key, updated plan components to Commission for discussion and input:

- **Vision statement:** A city in which travelers are well-aware of and consistently use modes of transportation that are convenient, timely, affordable, and good for the environment, supporting the city's growth by helping to minimize added congestion thereby preserving mobility
- **Goals** related to increasing awareness of and creating a cultural environment conducive to non-drive-alone travel, increasing transportation system efficiency, improving transportation accessibility, and meeting the needs of marginalized travelers
- **2033 drive-alone rate targets** for citywide residents, citywide workers, and downtown workers
- **Performance measures** used to determine the extent to which we reach our targets (using U.S. Census Data, CTR Survey results, and TDM activity measurements)
- **Implementation strategies** related to requirement-based programs, product subsidies and discounts, education and assistance, marketing and promotion, and research, planning and coordination

APPROACH FOR ADDRESSING PUBLIC INPUT

The draft plan was posted for public review and input, via the Engaging Bellevue online open house, from March 1 through May 15, 2024. Bellevue TDM staff presented the plan to the Bellevue Downtown Association (BDA) Focus Group on TDM and the Bellevue Chamber of Commerce Transportation Committee. Public and stakeholder input was shared with regionwide partner agencies to obtain feedback on how to best integrate input into the plan update and Bellevue TDM program. In response to public and stakeholder input, TDM staff have adjusted the plan's strategies and the Bellevue TDM program where appropriate.

Bellevue TDM staff will present at the May 23 study session how the public and stakeholder input was/will be addressed and incorporated into the plan and program through the following steps:

- Cataloging input and identifying input themes
- Posting input themes and staff responses on the Engaging Bellevue webpage. The same will be posted on the City's TDM Plan web page once the plan update is finalized
- Replying one-on-one to comments not captured in themed categories, where appropriate, via Engaging Bellevue, addressing their input and/or referring them to the appropriate city or external regionwide agency staff
- Modifying TDM Plan strategies and Bellevue TDM program components
- Describing in the plan the public and stakeholder engagement process

Input received, thus far, includes the need for more, faster, more frequent, and more conveniently located transit and microtransit/micromobility service; education campaigns addressing transit rider safety concerns; more city-provided non-drive-alone incentives; city communications that more successfully capture the public's attention; innovative parking management strategies (including disincentives); improved bike infrastructure; prioritization of pedestrian and bicycle safety and corresponding improvements; continued research and implementation on TDM industry best practices; increased electric vehicle charging infrastructure across the city including in multi-family residential buildings; a Commute Trip Reduction (CTR) dashboard that shows how CTR companies are implementing parking management programs for the purpose of sharing best practices; and providing more and more targeted non-drive-alone options for retail/hospitality workers that accommodate their unique work schedules. Several of these items are already included in existing strategies within the plan, while others are not and therefore have resulted in adjustments to the plan strategies. Items that are beyond the scope of the TDM plan and program have not resulted in adjustments.

TDM staff will present plan strategy and program adjustments in response to the above input themes at the May 23 study session. Proposed strategy/program adjustments include but are not limited to:

Strategy Adjustments:

- enhanced education regarding the uses and benefits of micromobility including their usefulness in addressing the local transit systems' first/last mile gaps;
- [pre-strategy introduction text:] more detailed accounting of ways Bellevue TDM staff will institute best practice incentive and reward programs that reflect the post-COVID 19 pandemic travel paradigm;

- an enhanced social media strategy that reaches more people, including targeted audiences, more effectively bringing them to the website/app and ensures that website messaging is shared on CYWB Facebook, Twitter, Instagram and all other platforms; and
- expanding the *2 Line Light Rail Extension Promotion* strategy to include discussion of our planned promotion of other additional new sustainable transportation services and infrastructure.

Bellevue TDM Program Adjustments:

- enhanced promotion and incentivization of King County Metro’s vanpool services for all audiences, particularly retail/hospitality employees;
- enhanced promotion and incentivization of ridematching, particularly for retail/hospitality workers to help them find suitable alternatives to driving alone that fit their schedules;
- continued and enhanced education, promotion and incentivization of on-demand microtransit options as they become available in Bellevue;
- development of a Commute Trip Reduction (CTR) anonymous dashboard that summarizes employer and property manager transportation demand management strategies occurring in Bellevue for idea sharing purposes, data sharing, and greater transparency; and
- incorporation of a “how to ride transit” campaign including content communicating that transit in addition to being easy, affordable, and sustainable, is safer than the public may think.

RESPONSE TO JUNE 8, 2023, COMISSION STUDY SESSION INPUT

Responses to prior Commission input are included below in the Appendix.

NEXT STEPS

Staff will continue to receive public and stakeholder comments through May 15, catalogue and address these comments, and modify the plan and program where appropriate. Staff will seek input on the plan and program from multi-family residential property owners and managers in May and June as part of a larger effort to engage them in campaigns to encourage their tenants to travel sustainably. Staff will conduct further research on relevant issues related to the plan and the TDM Program identified by the Commission at the June 8, 2023 study session (see Appendix below). On June 13, staff will present to the Commission the final plan for endorsement. After that, staff will transmit the final plan to City Council for information purposes in the form of a Management Brief. Staff anticipate obtaining and incorporating additional U.S. Census AASHTO Census Transportation Solutions (formerly Census Transportation Planning Products (CTPP) 2017-2021 datapoints for downtown worker mode share when they are available. These data points will complete the picture regarding results of the 2015-2023 TDM Plan.

ATTACHMENTS

1. 2024-2033 Bellevue TDM Plan update
2. 2024-2033 Bellevue TDM Plan Strategy Adjustment Proposals

APPENDIX

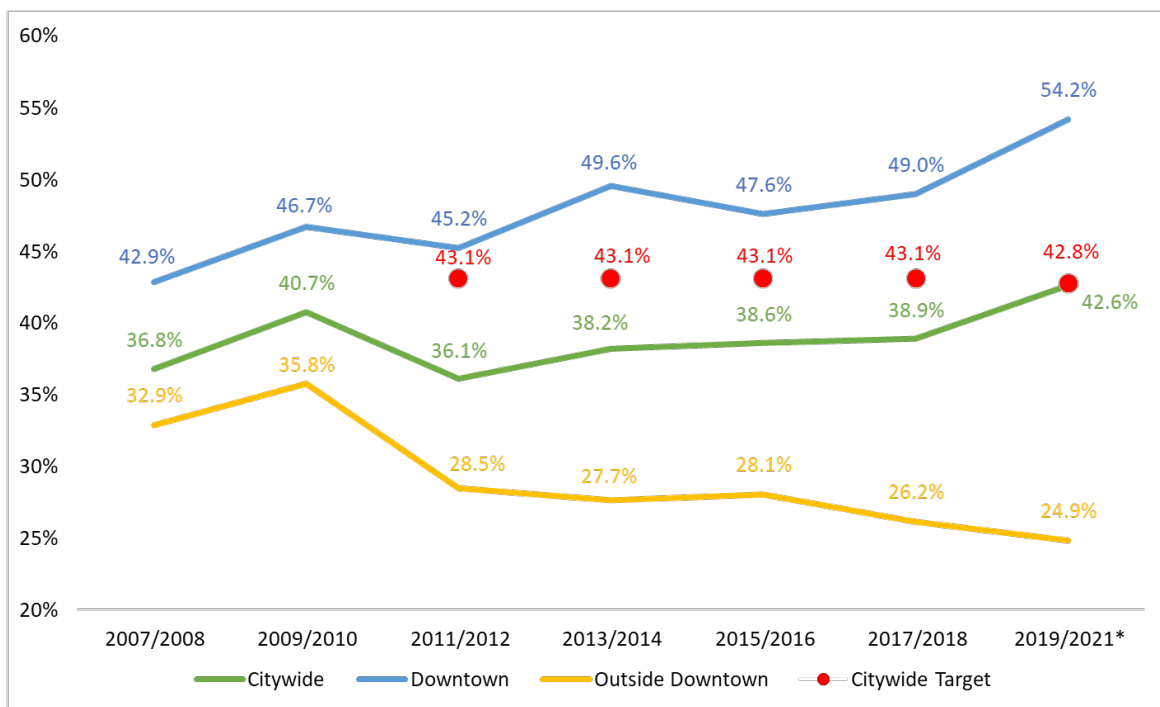
Staff Responses to Questions and Comments Posed by the Commission at the 6/8/2023 Study Session

1. How are the targets set?

Answer: The mode share targets are based on the Comprehensive Plan drive-alone mode share targets for 2044, that use traffic modeling of growth in the city, the transportation network, transit service, costs, travel time and other commute-related factors, and the impact of these factors on mode choice. The TDM plan, with a horizon of 2033, sets a target for 2033 that tracks with staying on pace to meet the Comprehensive Plan target.

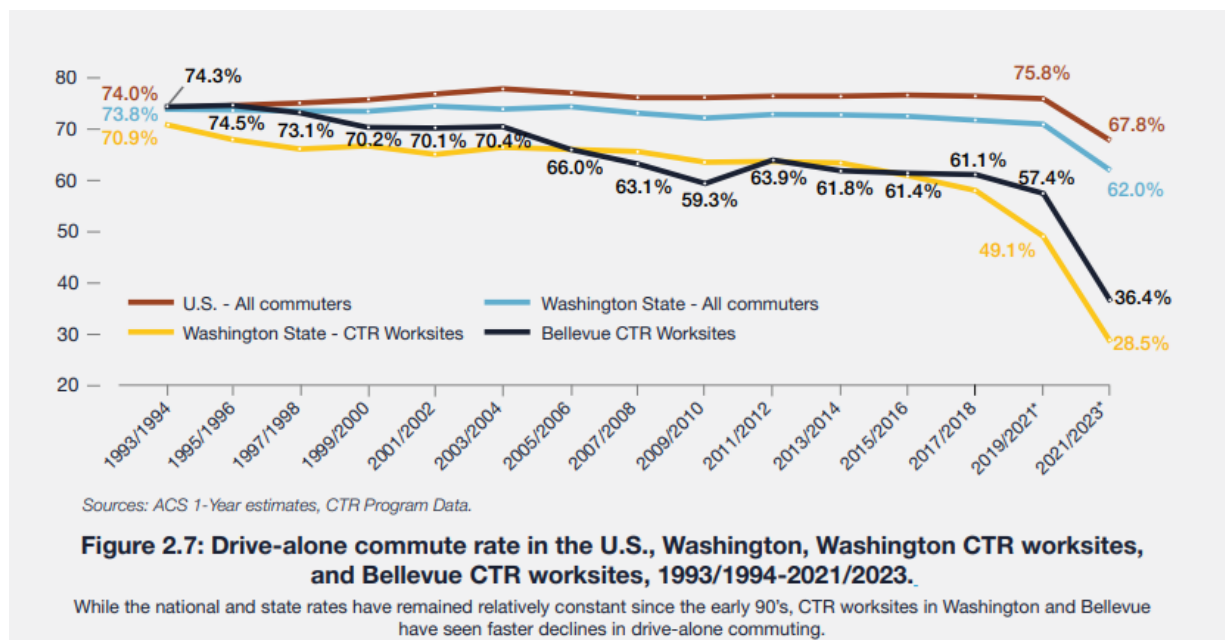
- The 2044 Comprehensive Plan mode share targets (and shorter-term 2033 TDM Plan mode share targets that track to them) represent the proportion of commute trips by drive-alone mode for the three geographies established: citywide residents, citywide workers, and downtown workers. The targets are not aspirational; it is based on what traffic modeling indicates based on land use and other factors.
- For the 2024-2033 TDM Plan we are changing our target from non-drive-alone rate (NDAR) to drive-alone rate (DAR) because it is easier for the reader to understand.

2. Why is there a dip in 2011/2012 for Commute Trip Reduction (CTR) [-affected work site] non-drive-alone rate (NDAR) outcomes? [Comment is referencing the following chart]



Source: CTR Program Data.

Answer: The economic downturn at the time impacted mode choice not only in Bellevue but statewide. The drop in workforce numbers could have impacted commuting numbers and mode share. The chart below shows the drive-alone rate dip across the state, and at Commute Trip Reduction-affected worksites in Bellevue and across the state.



3. What does outside downtown mean?

Answer: The remaining portion of the city outside of the downtown subarea, shown in the [Downtown Transportation Plan](#).

4. Post pandemic metrics will impact the mode share targets. How will you account for that?

Answer: This is considered in the modeling process. See #1 answer above.

5. How do you break out tech from services in terms of better understanding our TDM employer market?

Answer: The categories are established by the Federal government. Information Technology is rolled in with other services including restaurants and hotels and is not available at a finer grained level in the industry type figures. However, the city can keep track of prevalent industry types and tailor its TDM program accordingly. See #6 answer below.

6. What is WTU and what is FIRE?

Answer:

- These are National American Industry Classification System (NAICS) business sector codes defined by the Federal government and provided to us by Puget Sound Regional Council (PSRC).
- WTU is defined as: Wholesale Trade, Transportation, & Utilities by NAICS codes. 42 is Wholesale trade, 48, and 49 are Transportation and Warehousing.
- FIRE is defined as: Finance & Insurance and Real Estate by NAICS codes 52 and 53. Finance and Insurance is code 52 and Real Estate and Rental and Leasing is 53. Retail is defined by NAICS codes 44 and 45, both of which are retail trade.
- These and other code definitions are included in the TDM Plan.

7. The third bullet is referencing people not driving to the office but are they driving to other places? [This comment is in reference to the 6/8/2023 presentation slide titled *TDM Nationwide Literature Review Key Takeaways* and to the following bullet: “Teleworkers/hybrid workers produce as many/possibly more, transportation emissions than office workers”]

Answer: Counterintuitively, the national literature suggests that teleworkers, and particularly hybrid workers, produce as many, and possibly more, transportation emissions than in-office workers. This is due to teleworkers taking more non-commute trips and not “trip-chaining” recreational or errand trips into their commutes, leading to an overall increase in VMT. Additionally, remote work allows teleworkers to live further from their worksite, creating longer commutes on in-office days.

8. Can you forward us the studies that lead to these conclusions? I would like to know if this third bullet (teleworkers/hybrid in nationwide literature review) applies to workers in Bellevue.

Answer: Although we have not been able to find research on this topic specific to Bellevue, here are the two sources in the plan that speak to this:

- Reilly, P.J and Tawfik, A.M. (2022) Do Telecommuters Make Fewer Trips? An Analysis of Telecommuting Travel Behavior in Urban and Rural Communities in the USA | International Conference on Transportation and Development 2022. Retrieved 2 December 2022, from <https://ascelibrary.org/doi/10.1061/9780784484340.006>
- Rongxiang Su, et al. Unveiling daily activity pattern differences between telecommuters and commuters using human mobility motifs and sequence analysis. (2022). Retrieved 2 December 2022, from <https://www.sciencedirect.com/science/article/abs/pii/S0965856421000574>

9. Is it correct that those who ride their bikes tend to be of higher income? Can you explain that data assumption more? Would national literature findings be the same as in Bellevue?

Answer: Bellevue TDM staff will conduct further research into the local, state and national literature to determine if there is additional literature on the correlation between income and bicycling in order to confirm if there is sufficient justification for inclusion in the plan. Below is one such article referenced in the plan’s nationwide literature review:

Qua, T. et al conducted a study that included a survey conducted in November 2020, which collected responses from 1,000 Michigan residents statewide regarding walking and biking behaviors before, during, and anticipated post-pandemic. It found that individuals from underprivileged sociodemographic groups such as low-income, older individuals, less educated, and minorities were less active (in terms of walking and biking) prior to COVID and were less so during and after the pandemic. These trends (related to level of walking and biking amongst underprivileged (including low-income) groups) that began during COVID were expected to continue into the future because the underlying reasons for the disparity in behavioral patterns was never resolved, specifically personal reasons such as a lack of free time, infrastructure reasons such as a lack of sidewalks, and reasons having to do with safety concerns. (Qua, T. et al 2022. The disparate impact of COVID-19 pandemic on walking and biking behaviors. Retrieved 14 December 2022, from <https://www.sciencedirect.com/science/article/pii/S1361920922003200?via%3Dihub>)

10. We need to provide low-income workers with not just options but solutions. If it is not feasible for them to use the modes we present, we need to think about how to help them commute sustainably in ways that work for them.

Answer: This is the position of Bellevue TDM staff and is reflected in the plan strategies. An example of what could address the specific needs of low-income workers who work alternative shifts and don't live in areas with sufficient transit, would be carpool and vanpool. The city and King County Metro have been working in partnership to increase vanpool and carpool for low-income workers.

11. [Question regarding TDM plan statistic about % of low-income Bellevue residents' income spent on housing costs:] Page 17 said 91% of households earning less than \$20,000 spend 30% or more on monthly housing costs. Almost everybody does this. And if you are earning less than \$20,000, are you able to live in Bellevue and if so, are you in affordable housing? Wouldn't the fact that these respondents are living in affordable housing skew that stat?

Answer:

- Bellevue residents who make under \$20K represent 4.7% of total population of occupied housing units; 93% of them pay 30% or more on housing.
- Residents who make between \$50K and \$75K represent 4.7% of total population of occupied housing units; 65% of them pay 30% or more on housing.
- Residents who make \$75K and above represent 12.2% of the population of occupied housing units; 15% of them pay 30% or more on housing.
- Many more Bellevue households are in the highest income bracket (\$75K and above) than the lowest (under \$20K); 48,006 households make \$75K or more and 3,100 make under \$20K. Only a small percentage of the highest-income households spend more than 30% or more on housing (15%) whereas a very high percentage of the lowest income bracket pay 30% or more on housing (93%).

- (Note: The income categories above do not reflect every income category in the Census Financial Characteristics Table from which they were taken; they reflect three of the five income categories. This is why if you add together the total population percentage of the occupied housing units for the three income categories above (4.7%, 4.7% and 12.2%), it does not equal 100%.)
- Source: U.S. Census Bureau. "Financial Characteristics." American Community Survey, ACS 1-Year Estimates Subject Tables, Table S2503, 2022, <https://data.census.gov/table/ACSST1Y2022.S2503?q=S2503:%20FINANCIAL%20CHARACTERISTICS&g=160XX00US5305210>

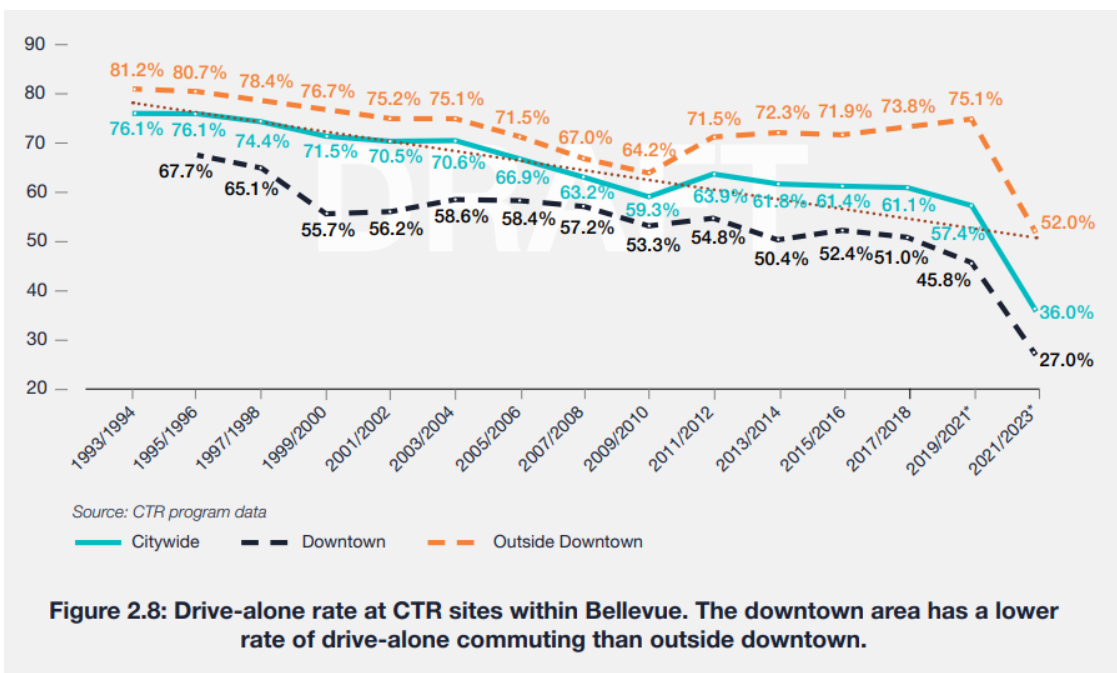
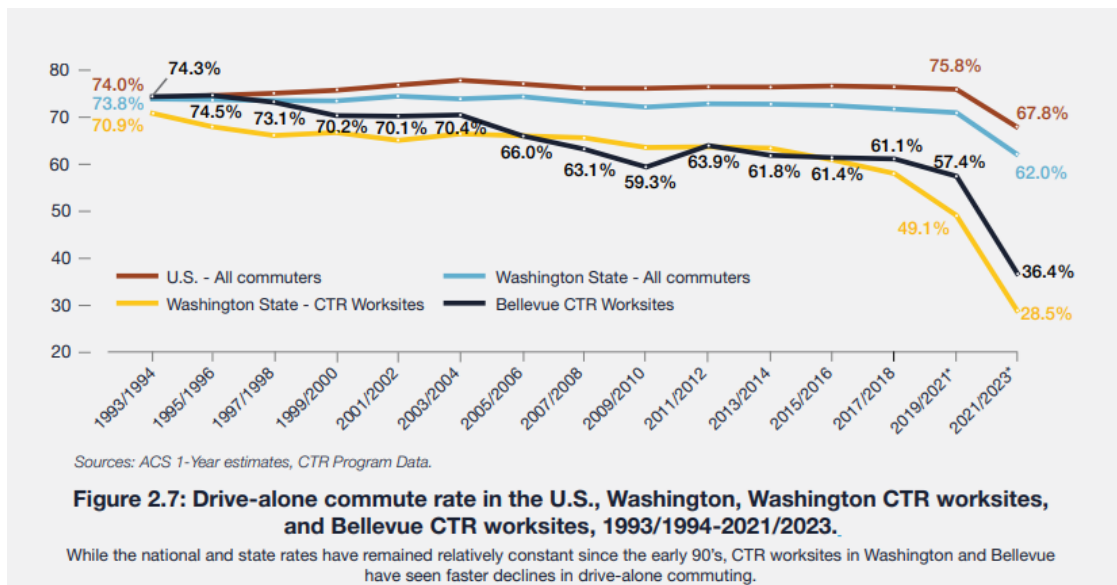
Answer: Regarding the question about whether the data including residents living in affordable housing skews the results, it does not because they are percentages. In other words, including residents living in affordable housing would not skew because the fact that they pay less in housing costs does not mean they are not paying 30% on housing given their lower income.

12. Question regarding TDM Plan statistic about % of low-income Bellevue residents' income spent on housing costs: Why are we doing this section? These stats seem odd.

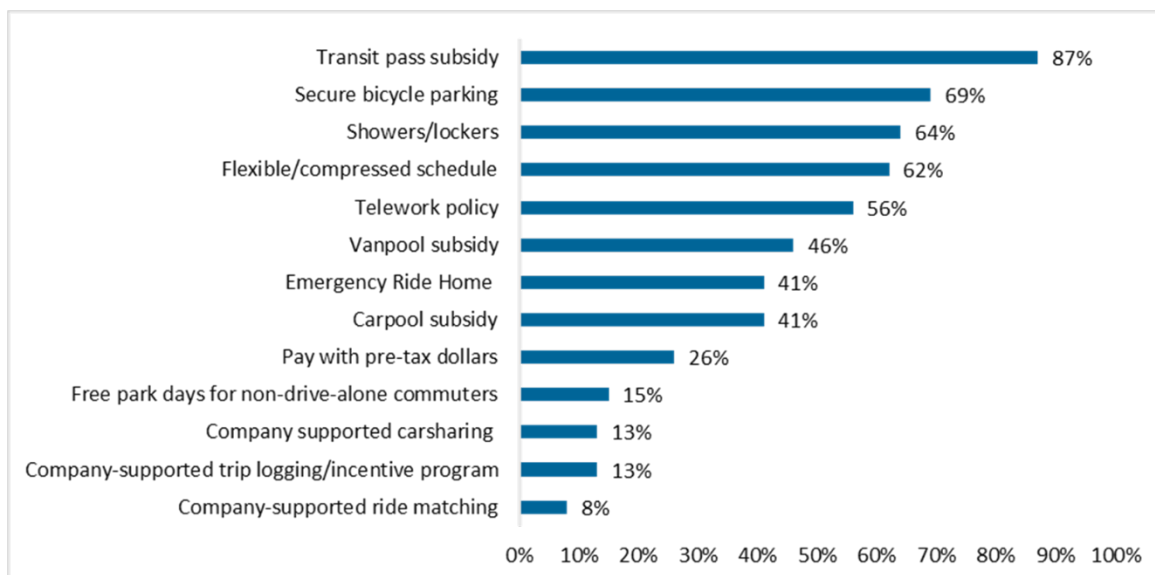
Answer: It is important to show in the TDM Plan update the high percentage of low-wage earners' salaries spent on housing costs because it shows the importance of providing targeted TDM offerings to meet the travel needs of those who cannot afford to live near their work and other key destinations and of making those offerings affordable.

13. DEIS references exceptional TDM strategies. Do you have an idea of what these might be? Please articulate in the plan what exceptional TDM is and what you think the single occupant vehicle/vehicle miles traveled/non-drive-alone rate benefits could be resulting from these exceptional programs beyond what we are achieving now.

Answer: Bellevue TDM staff did not develop the concept "exceptional TDM". Bellevue TDM staff are already doing everything that is feasible within the available budget. An example of exceptional TDM could be the Bellevue TDM program's successful attempt in 2023 to secure expanded Washington State Department of Transportation (WSDOT) CTR funding, which doubled state funding for every 2-year CTR contract. This additional funding will allow staff to bring in more CTR-affected worksites than the current 62 worksites the Bellevue TDM program assists. The CTR program has a proven track record of reducing single occupant vehicle (SOV) trips, vehicle miles traveled (VMT), and DAR. See the TDM Plan update's DAR charts below:



14. Are these all the options on the table that will be considered in the plan and are you going to present these strategies in the plan update? I don't see e-bike share here as a subsidy. [This question refers to the TDM Attitudinal Research Study graph. Employees in the study were asked about which commute benefits they have heard of and which, if any, their employer offers. See chart below.]



Answer: The options in the above table were the suite of options Bellevue TDM staff were able to offer as part of our TDM program at the time (2017). The plan update will likely continue to prioritize the most successful of these options and will also consider all other potential options to keep adapting to the ever-changing TDM landscape and preferences of riders.

Answer: Re: e-bike share, this comment will be forwarded to Transportation Department Long-Range Planning staff who would oversee permitting of bikeshare if a bikeshare company expresses interest in bring bikeshare back to Bellevue. Bellevue TDM isn't in the position of providing transportation mode options but rather of promoting and raising awareness of them, and would disseminate information about bikeshare if it does return.

15. Regarding transit, what factors are in and out of our control that are necessary to increase transit usage?

Answer: The following are the tasks within the purview of the Bellevue TDM program:

- Administering requirement-based programs such as the state's CTR program and the city's code-based transportation management program
 - i. The bulk of the Bellevue TDM program work focuses on assisting employers, particularly larger employers, using State CTR law, to create robust commute trip reduction programs and encouraging increasing employer subsidy of transit passes, which has proven to be a highly effective strategy.
 - ii. Employer and property manager parking policies: Parking management is a key issue. To the extent that we can make the parking code even more progressive, engage employers and property managers to lower employee parking subsidies, promote daily instead of monthly parking passes, and make the cost of parking more transparent and unbundled from other products/services, Bellevue TDM staff can indirectly influence transit ridership.

- Providing product subsidies and discounts such as employer transit pass program rebates and the employer/property manager mini-grant program through which we award up to \$10K for projects and item purchases that encourage use of sustainable modes
- Providing education and assistance such as commute consulting for employers, employees, property managers and the public
 - i. The Bellevue TDM program creates targeted outreach campaigns that leverage the public's excitement about new infrastructure and route options, and speak to people's values, opportunities and barriers and seeks to gain trust through working with Community Based Organizations (CBOs).
- Providing incentives and rewards that can be received by logging trips through the Choose Your Way Bellevue Rewards program and the CYWB website and app.
- Marketing and promotion such as the CYWB web site/newsletters/blog posts/SM/email blasts
- Researching, planning and coordination such as understanding the Bellevue TDM market and pursuing improved coordination with other City and external (WSDOT, Sound Transit, King County Metro, BDA) partners

Answer: Essential complementary work done by other departments in the city includes:

- The work done by Community Development staff on land use that puts housing closer to employment centers and other key destinations, which can impact transit feasibility.
- The work done by staff in support of affordable housing, which can result in travelers living within transit distance of key destinations, which can also impact transit uptake.
- The [2014 Bellevue Transit Master Plan](#), which is the underlying framework for how transit can best serve the needs of Bellevue travelers. The policies and vision of this plan direct staff communications to the region's transit providers.