

July 9, 2018

CITY COUNCIL STUDY SESSION ITEM

SUBJECT

Presentation and discussion of the Transportation Commission’s 2019-2030 Transportation Facilities Plan (TFP) Preliminary Project List.

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POLICY ISSUES

Comprehensive Plan:

Policy CF-1 of the Capital Facilities Element and policies TR-22, TR-34, TR-35, TR-129, and TR-132 of the Transportation Element of the Comprehensive Plan provide a framework for the City’s compliance with the requirements of the Growth Management Act and the Traffic Standards Code.

Bellevue City Code:

BCC 22.16.050 directs that “Every two years or as otherwise directed by Council, the Transportation Commission shall review and as necessary present an update of the Transportation Facilities Plan to the City Council for consideration.”

BCC 22.16, the Transportation Impact Fee Program, designates the Transportation Facilities Plan (TFP) as the long-term transportation plan for identifying improvements to meet future development needs. The list of projects to which impact fees are applied is derived from the TFP and represents the roadway and intersection (vehicular) capacity projects that will serve growth-related traffic impacts.

DIRECTION NEEDED FROM COUNCIL

ACTION

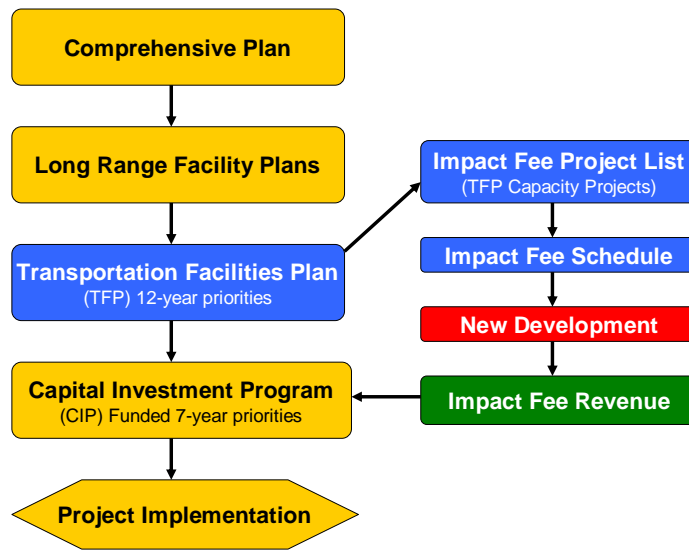
DIRECTION

INFORMATION ONLY

The Transportation Commission and Transportation Department staff seek Council review and feedback on the Preliminary 2019-2030 TFP Project List before proceeding to the next steps in the TFP update process. These next steps are an environmental analysis, consistent with requirements under the State Environmental Policy Act (SEPA), and preparation of an updated Transportation Impact Fee Program Report. The Transportation Commission will review the outcomes of these analyses and prepare the final 2019-2030 TFP for Council review and adoption later this year.

BACKGROUND/ANALYSIS

The boxes on the left side of the diagram below depict the relationship between the Comprehensive Plan, long-range facility plans, the TFP, and the Capital Investment Program (CIP) Plan – the Transportation Project Planning and Programming Process. The TFP is a 12-year transportation program; a listing of planned improvements balanced to projected revenues. Attachment A provides additional background on the specific purpose and history of the TFP.



2019-2030 TFP Update Process and Commission Recommendation

The Transportation Commission and Transportation Department staff began the process to update the TFP in September 2017. The Commission reviewed the status of projects listed in the current 2016-2027 TFP, identified other sources of candidate projects, reviewed project evaluation criteria, and developed a process for public outreach. A pool of candidate projects drawn primarily from existing long-range facility plans was developed. The Commission also considered candidate projects to address emerging safety or maintenance needs and mobility opportunities, identified by staff or through the public outreach process. Candidates were scored and ranked according to the evaluation criteria and then prioritized using additional considerations, including:

- Prior investments in project development through the adopted 2017-2023 CIP Plan period;
- Leveraging opportunities with other projects (such as WSDOT projects and planned or permitted land use development along key transportation corridors);
- Project cost estimates and projections of unconstrained transportation revenue available for the out years of the plan period (2024-2030); and
- The significant public input received to date in the TFP update process and the public concerns and preferences regarding transportation captured in the [City's 2018 Budget Survey](#) (which shows high concern about traffic and congestion and support for a mix of strategies to address the issue).

At their meeting on May 24, the Transportation Commission approved on a 4-2 vote (Commissioner Teh absent) their recommendations for the Preliminary 2019-2030 TFP project list and funding allocations.

Attachment B includes the Commission’s transmittal memorandum, their Preliminary 2019-2030 TFP Project List, and a map illustrating the 50 project locations.

Preliminary 2019-2030 TFP Project List Recommendation

The Preliminary 2019-2030 TFP Project List includes funding allocations to the various projects; these range from the full funding needed to implement a project to lesser levels that support one or more phases of project development that are short of actual construction (i.e., project scoping/development, design, right of way acquisition). Fourteen of the projects in the Project List have a modest level of funding allocated (typically \$300,000) as a “Placeholder” to indicate the City interest in advancing the project if and when there is opportunity to do so.

The Preliminary 2019-2030 TFP Project List also includes projects and funding allocations in three “reserve” funding categories:

- for pedestrian & bicycle priorities;
- for projects that are identified and scoped via the Neighborhood Congestion element of the new transportation levy; and
- for projects that support transit movement along key corridors.

These are described in the transmittal memo from the Transportation Commission and recognize that separate processes for project prioritization are underway or anticipated to be forthcoming relating to each of these categories. Pedestrian and bicycle mobility needs and opportunities are being evaluated and prioritized via the ongoing Pedestrian and Bicycle Implementation Initiative (PBII). Some of the projects identified through this process can be implemented using resources made available via the Transportation Neighborhood Safety & Connectivity Levy (approved by voters in November 2016). However, meeting the City policy targets for pedestrian facility completion and bicycle route connectivity will require funding and completing some larger stand-alone projects that exceed the funding available through ongoing programs and the levy. The Preliminary 2019-2030 TFP Project List allocates \$21.740 million to the “PBII Reserve” category and includes 10 priority pedestrian and bicycle projects. These projects do not have individual funding allocations; rather, they are advanced for future consideration via the separate PBII process. (In addition to the 10 PBII reserve projects, the Preliminary 2019-2030 TFP Project List also includes two projects with allocation for full implementation funding. These are TFP-175, to add a sidewalk and bicycle accommodation on SE 34th Street between 162nd Place and West Lake Sammamish Parkway and TFP-269, to add bicycle facilities on 124th Ave NE from NE 8th Street to Bel-Red Road.)

The Neighborhood Safety & Connectivity/Congestion Management Levy was approved by Bellevue residents in November 2016. The levy program allocates \$2 million/year for neighborhood congestion relief or \$24 million over the 12-year TFP plan period. In the Preliminary 2019-2030 TFP Project List, some of these funds may be allocated to levy-eligible projects, e.g., TFP-246 150th Avenue SE/Newport Way turn lane. However, not all the Levy funds that will be available in the 12-year period can be assigned to projects, as the intent of the Levy is to be responsive to emerging needs, as they are identified, evaluated and prioritized. The Preliminary 2019-2030 TFP Project List allocates \$8.245 million to projects and leaves \$15.755 million in the “Neighborhood Congestion Reduction Levy Program Reserve” line item.

The Preliminary 2019-2030 TFP Project List also includes a “Transit Master Plan – Metro Connects Reserve.” This reserve is recommended to be available for allocation to high priority projects that will benefit or support transit service or facilities, to advance the transit service vision and capital project needs identified in the Bellevue Transit Master Plan (adopted July 2014, Resolution No. 8077). Specific project concepts will be identified at a later date through a separate process, or as transit-benefiting opportunities are presented. In January 2017, The King County Council adopted the Metro Connects long-range plan (2040); which calls for expanding transit service by 70 percent and creating 20 new Rapid Ride lines, including two new lines in Bellevue. (The two new Bellevue lines are designated “1027” Kirkland-Eastgate and “1030” Renton-Eastgate-Overlake (combining elements of the current Metro routes 240 and 245)). In order to make these routes effective, King County has identified the need to work with local jurisdictions, including Bellevue, on capital improvements to enhance speed and reliability of transit. Allocating funding in a “Transit Master Plan – Metro Connects” reserve will position Bellevue as a partner for collaboration with Metro on capital improvements along key transit corridors and is consistent with Comprehensive Plan policies TR-73 and TR-80, which support the City implementing infrastructure and technology to support reliability of service on the frequent transit network. The Preliminary 2019-2030 TFP Project List includes a \$4.0 million allocation for this reserve item.

SE 16th Street Project

The current 2016-2027 TFP includes a project to add a sidewalk and bike lanes on SE 16th Street between 148th and 156th Avenues SE (TFP-158). This project is one of 11 projects listed in the current Pedestrian and Bicycle Implementation Reserve category. The project generated significant public comment during this TFP update process, including at Transportation Commission meetings. Overall, the number of “pro” and “con” comments were essentially even; however, the residents opposed to the project were more present and vocal at Commission meetings. The Commission voted at their April 26 meeting to remove this project from their recommended list.

Staff do not support removing TFP-158 from the project list. Currently, about 70 percent of this segment has only an asphalt shoulder, no sidewalk. This is also a component of a priority bicycle corridor (EW-3: Lake to Lake Trail), as identified in the 2009 Pedestrian and Bicycle Plan. Over the years, the City has received requests for improvements along this segment through the Neighborhood Enhancement Program (NEP). A segment of sidewalk that is already in place, from 154th Avenue SE to 156th Avenue SE, was funded and built in 2004 because it was selected as the top desired neighborhood improvement by residents through an NEP balloting process in 2002. Additional segments of sidewalk were nominated in subsequent NEP project cycles, but were not eligible for consideration because their cost exceeded the NEP funding available. This segment of SE 16th Street is along the route of a planned PSE transmission line, which is opposed by some residents. There is no direct relationship between this proposed City project and the PSE project and, although PSE may choose to coordinate the timing of their project with the City project, they are not required to do so. A description of the interrelationship between the PSE and the City plans along SE 16th Street was provided in a Management Brief to the Council on June 4 and is included as Attachment D.

Minority Position for Project List Recommendation

Two Commissioners (Bishop and Woosley) did not endorse the recommended project list. The primary area of difference was not which projects to include on this list (they proposed adding only one - to study a subsurface arterial along NE 6th Street in downtown), but rather the amount of funding to

allocate to projects providing roadway capacity vs projects that support pedestrian and bicycle connectivity and transit mobility. Principles of their proposed approach include:

- A focus for the Commission should be traffic and congestion, which is most often cited by residents in the [Budget Survey](#) as the biggest problem facing Bellevue;
- The overall funding allocation should reflect how people actually get around in Bellevue, which is predominantly via private automobile;
- Roadway-intersection projects often include elements that benefit pedestrian and bicycle mobility (past analysis has shown an average of 20 percent of the cost of roadway-intersection projects is for non-motorized elements); and
- Resource allocation should recognize the anticipated future travel patterns and mode use (citing a projected 2030 mode split of 82 percent of daily trips by car).

Commissioner Bishop offered an “equity” proposal to shift resources from the Pedestrian and Bicycle Implementation Reserve and the Transit Master Plan – Metro Connects Reserve allocations to roadway-intersection projects that also provide benefit to pedestrian and bicycle mobility and/or transit mobility. The proposed reallocation of funds would leave \$8.8 million in the PBII Reserve line item and zero out the Transit Master Plan – Metro Connects Reserve line item (with all \$4 million going to TFP-242, the Bellevue Way SE HOV lane project).

A majority of Commissioners did not agree with the approach proposed by Commissioner Bishop and instead noted that the City is falling short of adopted goals for pedestrian and bicycle facility completion and should also seek opportunity to improve transit mobility. They noted that while the Budget Survey shows a high level of concern about traffic and congestion, the strategies that had the highest level of support from residents are, “work with regional agencies to improve transit service (80 percent “agree” or “strongly agree”) and “encourage people to choose alternative transportation modes (75 percent “agree” or “strongly agree”). By comparison, “widen major city roads” had lower support (49 percent “agree” or “strongly agree”) and the highest negatives (33 percent “disagree”). A complete presentation of the discussion is captured in the minutes from the Transportation Commission’s May 24 meeting (see Attachment C; key discussion starts on page 8).

TFP Environmental Analysis

The Preliminary TFP Project List will be evaluated for environmental impacts, consistent with requirements under SEPA. Past TFP cycles have typically involved preparation of an Environmental Impact Statement involving analysis, at a programmatic level, of the impacts of implementing the proposed TFP (Action alternative) or not implementing the proposed TFP (No Action alternative), assuming the anticipated growth in land use and transportation demand in the 12-year period of the TFP. Areas of analysis include transportation, air quality, noise, land use and aesthetics, and the natural environment.

Transportation Impact Fee Program

Chapter 22.16 of the Bellevue City Code (BCC) constitutes the City’s Transportation Impact Fee Program and is enacted pursuant to Chapter 82.02 of the Revised Code of Washington (RCW). Pursuant to BCC Chapter 22.16, the impact fee project list consists of the transportation improvements in the TFP needed to provide capacity on City roadways, where the capacity needs are reasonably related in part or in whole to new development. The impact fee project list is adopted by the Council when it adopts the TFP.

The boxes on the right side of the Transportation Project Planning and Programming Process diagram presented above depict the relationship between the TFP, the impact fee project list, the impact fee schedule, and the fee revenue returning to partially fund the CIP Plan.

Also under BCC Chapter 22.16, impact fees are calculated as the ratio of growth-related transportation facility improvement (project) costs to land use growth estimates (converted to new PM peak hour trip ends). The City's current Transportation Impact Fee Program was adopted by Council on May 4, 2009 (Ordinance No. 5871) and amended on July 5, 2016 (Ordinance No. 6298).

In 2015, associated with the development of the current 2016-2027 TFP, staff prepared a 2015 Update to the City of Bellevue Transportation Impact Fee Program Report. This report provided the documentation that, based upon the impact fee projects and costs in the 2016-2027 TFP, the cost per growth trip – the maximum allowable impact fee – was calculated to be \$7,992 per new trip. Council determined to set the actual per trip impact fee rate charged in 2016 at \$4,703 (Ordinance No. 6266-D). That ordinance also provided for an annual flat indexing factor of three percent. The current rate for 2018 is \$4,989 per new trip.

As mentioned above, based on the preliminary 2019-2030 TFP project list, staff will develop a draft 2018 Transportation Impact Fee Program Report and provide the opportunity for Council input on the topics of transportation impact fee program policy and rate schedules at a future study session. This input opportunity will be provided in advance of the presentation recommendation for adoption of the final 2019-2030 TFP.

OPTIONS

1. Direct the Transportation Commission and staff to proceed with the TFP process and undertake environmental analysis based on the project list included with the Transportation Commission transmittal memo dated June 14, 2018.
2. Direct the Transportation Commission and staff to proceed with the TFP process and undertake environmental analysis based on the project list included with the Transportation Commission transmittal memo dated June 14, 2018, PLUS TFP-158 (the SE 16th Street sidewalk and bike lanes project).
3. Provide alternative direction to the Transportation Commission and staff.

RECOMMENDATION

Option 2

ATTACHMENTS

- A. Additional TFP Background Information
- B. Transportation Commission Preliminary 2019-2030 TFP Project List Transmittal Memo
 1. Preliminary 2019-2030 TFP Project List
 2. Preliminary 2019-2030 TFP Project Map
- C. Minutes of May 24, 2018 Transportation Commission meeting
- D. Management Brief to Council dated June 4, 2018 regarding PSE and City project plans along SE 16th Street corridor.

AVAILABLE IN COUNCIL DOCUMENT LIBRARY

[2019-2030 Transportation Facilities Plan Public Involvement Report](#)

[2016-2027 Transportation Facilities Plan](#)

[Transportation Impact Fee Program Report \(2015 Update\)](#)