

City of
Bellevue



Transportation Commission Study Session

DATE: January 7, 2021

TO: Chair Marciante and Members of the Transportation Commission

FROM: Kevin McDonald, Principal Transportation Planner, 425-452-4558
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SUBJECT: Multimodal Concurrency - Staff Recommendation

DIRECTION REQUESTED

No Action on Multimodal Concurrency is requested on January 14, 2021. The staff recommendation for Multimodal Concurrency is provided in the context of the Mobility Implementation Plan. A recommendation on policy amendments to the Comprehensive Plan and the Traffic Standards Code will be sought at a future study session.

Action

Discussion/Direction

Information

On January 4, 2021, the City Council approved the consultant contract and scope of work with Fehr & Peers for professional services to support the Transportation Commission's work on the Mobility Implementation Plan. As discussed with the Transportation Commission on December 11, 2020, multimodal concurrency is an early deliverable for the Mobility Implementation Plan.

At the Transportation Commission study session on January 14, 2021, staff will describe our recommendation for multimodal concurrency. In future study sessions in Q1 and Q2 of 2021, the Commission will work to prepare a final recommendation on multimodal concurrency - including recommendations for Comprehensive Plan policy and the Traffic Standards Code - as your deliverables to the City Council. Please feel free to contact me prior to the meeting – or after – to discuss any component of the staff recommendation in detail.

BACKGROUND

Transportation Concurrency Report

The Washington State Growth Management Act (GMA) of 1990 requires that local jurisdictions establish concurrency measurement mechanisms to determine the ability of the transportation system to support new development. The GMA allows each jurisdiction to determine the

metrics and standards for concurrency. The Bellevue Comprehensive Plan and Traffic Standards Code (Bellevue City Code Chapter 14.10) establishes the City’s transportation concurrency standards and methodologies, and compliance determination process.

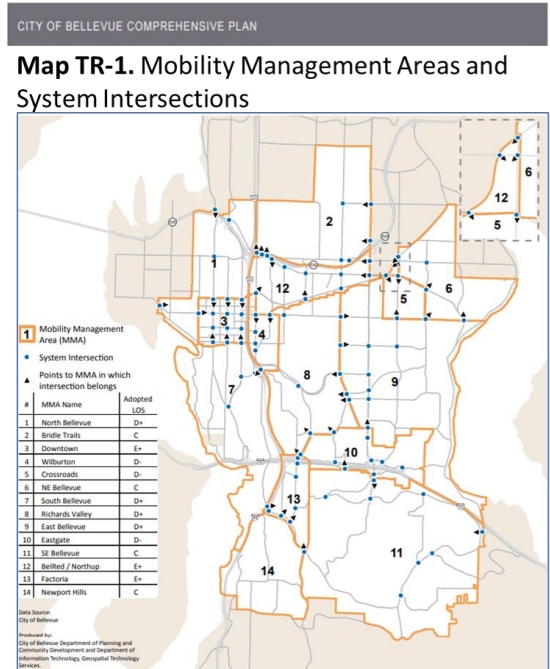
The existing transportation concurrency program in Bellevue considers level-of-service standards only for vehicles at system intersections that are assigned within Mobility Management Areas (MMAs). Concurrency system intersections and MMAs are adopted in the Comprehensive Plan and the Traffic Standards code, as shown in the adjacent graphic.

On September 10, 2020, staff provided a briefing to the Transportation Commission on the 2020 Transportation Concurrency Update. Staff reported that the vehicle capacity projects funded in the 2019-2025 Capital Investment Program (CIP) Plan would be sufficient to meet the level-of-service standards and would accommodate the vehicle travel demand from new development approved through December 31, 2019. All Mobility Management Areas were reported to meet the average volume to capacity (V/C) level of service standard for intersections and the congestion allowance for Mobility Management Areas.

Staff noted that the existing transportation concurrency methodology was developed over 30 years ago. Although some minor revisions have been made over the years, the performance of the vehicle mode at system intersections remains the level-of-service standard. Meanwhile, the city continues to evolve as a major regional employment center supported by an increasingly multimodal transportation system. Consequently, the vehicle-focused level-of-service standard does not fully represent the mobility needs of the community nor does it reflect the performance of the multimodal transportation system in the city. Furthermore, the current approach to concurrency provides only for ensuring that vehicle level-of-service standards are maintained at system intersections – an approach that is not sustainable, may not be compatible with neighborhoods, and may not equitably serve the diverse users of the transportation system.

Transportation Policy

As the City grows in population, employment and diversity, the need to modernize and update transportation concurrency to include performance measures for all travel modes is apparent. The City Council supports this concept through direction provided in adopted policies in the



Transportation Element, specifically policy TR-30. *Establish multimodal level-of-service and concurrency standards and other mobility measures and targets for transportation corridors and in each area of the city in consideration of planned development patterns and mobility options.* An updated methodology that advances system completion for all modes would address concurrency in a manner that is sustainable, equitable, and consistent with the goals and policies of the Comprehensive Plan.

Transportation Commission Prior Work

In a series of study sessions in the timeframe 2013-2017, the Transportation Commission reviewed concurrency best practices, endorsed a multimodal approach, and described a transportation system vision in the form of multimodal metrics, standards and guidelines that relate mobility needs to the land use context. The Transportation Commission recommended the multimodal level-of-service policy noted above – adopted as policy TR-30 in the 2015 update to the Comprehensive Plan. The Commission later prepared multimodal metrics, standards and guidelines that serve as the foundation for multimodal concurrency as part of the scope of work for the Mobility Implementation Plan. In communications to the City Council regarding the 2019 update to the Transportation Facilities Plan, the Commission expressed support for a multimodal approach to mobility.

MULTIMODAL CONCURRENCY STAFF RECOMMENDATION

Multimodal concurrency is part of the scope of work to create a Mobility Implementation Plan for which the City Council has provided direction and professional services funding. In that effort, the Transportation Commission is tasked to prepare a multimodal concurrency policy recommendation for Council consideration in 2021. This staff recommendation is intended to provide a “running start” to assist the Transportation Commission in its work on the multimodal concurrency part of the Mobility Implementation Plan.

To accommodate the diverse mobility needs in Bellevue in a manner that complies with the concurrency requirements of the state Growth Management Act, staff recommends a multimodal approach that meets the demand for mobility generated by land use growth with a supply of mobility provided by projects that improve capacity for all modes.

Bellevue staff worked with Fehr & Peers through the summer and fall of 2020 to explore best practices, review policy and prior Transportation Commission work, test concepts for Bellevue, and ultimately to prepare a recommendation to replace the existing transportation concurrency program. Documentation of our series of virtual workshops and the details of the staff recommendation is available for your review in our Final Report (Please read Attachment 1). What follows in this memo is a very brief summary of the major components of the staff recommendation for concurrency.

Recommended Concurrency Standard: Supply Exceeds Demand

Staff recommends an approach that balances the concurrency equation across two fundamental mobility factors: the “supply” of transportation system mobility provided by projects of all modes, and the “demand” for mobility generated by land use. In this system, concurrency is achieved when the supply of mobility exceeds the demand for mobility. The metrics for this concurrency equation are described below:

- **Demand.** Demand for mobility is generated by the projected person trips from new development. A person trip is generated when a person leaves a development site or a building in the PM Peak period. Those person-trips disperse to the transportation system – and place demand on transportation infrastructure - as pedestrians, bicycle riders, transit riders and drivers.
- **Supply.** Supply of mobility may be provided by projects that increase transportation system capacity for any mode. Projects to increase transportation system supply are first identified through long-range (20+ years) planning – subarea plans, corridor plans, etc.. Projects are evaluated and prioritized for a 12-year period through updates to the Transportation Facilities Plan (TFP). Projects are created through funding commitments in the 7-year Capital Investment Program Plan (CIP). Guidance for describing projects that increase transportation system supply is provided by the Transportation Commission’s 2017 report on MMLOS Metrics, Standards and Guidelines.
- **Mobility Units.** The metric that equates “demand” and “supply” is called the “mobility unit”. A mobility unit of demand is created by a “person trip” that is generated from new development. Mobility units of supply are created with funded projects that provide new capacity for any mode. A 12-year supply of potential projects is documented in the financially constrained TFP. Projects funded for construction in the CIP actually create the supply used to meet demand. See section 7.2 in the Staff Recommendation.
- **System completeness.** Transportation concurrency is achieved when adequate transportation facilities are in place (or fully funded for construction in the CIP) to serve people’s mobility needs, regardless of their choice of mode. In a multimodal concurrency program that considers all modes, a project that improves the capacity and “completeness” of the transportation system is considered as part of the supply. A multimodal approach to concurrency for Bellevue advances transportation system completeness and implements modal plans for pedestrian, bicycle, roadway and transit facilities. Multimodal concurrency provides methods and metrics to identify and prioritize projects that create a complete transportation system for all modes, and to monitor performance. System completeness would not necessarily be the entirely complete system for each mode, but rather it would describe the prioritized transportation projects that could be built within the financial constraints in the 12-year planning horizon for the TFP. Each update of the TFP would advance system completeness toward the vision with a new time horizon and new financial resources. See section 7.1 in the Staff Recommendation.

- **Compare and Contrast Existing and Recommended Transportation Concurrency.** The table below summarizes some of the main similarities and differences between the existing transportation concurrency program and the recommended multimodal approach. While the recommended metrics of supply and demand are new, many of the fundamental components of the existing concurrency program are retained.

	Existing Concurrency	Multimodal Concurrency
TFP Timeframe	12-Years	12-Years
TFP Land Use	12-Year Growth Projection	12-Year Growth Projection
TFP Financial Resources	12-Year Revenue Forecast (<i>\$388.1 million allocated for 2019-2030 TFP projects</i>)	12-Year Revenue Forecast
TFP Supply	Forecasted Roadway projects needed to maintain V/C ratio at system intersections and MMAs	Forecasted Multimodal projects identified to meet intended MMLOS outcomes
TFP Demand	Forecasted Vehicle Trips generated based on 12-Year Growth Forecast	Forecasted Person Trips generated based on 12-Year Growth Forecast
CIP Timeframe	7-Years	7-Years
CIP Financial Commitment	\$ for projects that provide capacity for vehicles	\$ for projects that provide capacity for all modes
CIP Supply for Concurrency	Roadway projects funded to meet V/C standard at system intersections and in MMAs	Multimodal projects funded, calculated as a share of the total TFP supply
CIP Demand for Concurrency	Demand is based on Vehicle Trips	Demand is created by Person Trips
Concurrency Metric	Vehicle Concurrency V/C at System Intersections in Mobility Management Areas meets Level-of-Service Standards	Multimodal Concurrency Mobility Units of Supply greater than the Mobility Units of Demand

NEXT STEPS

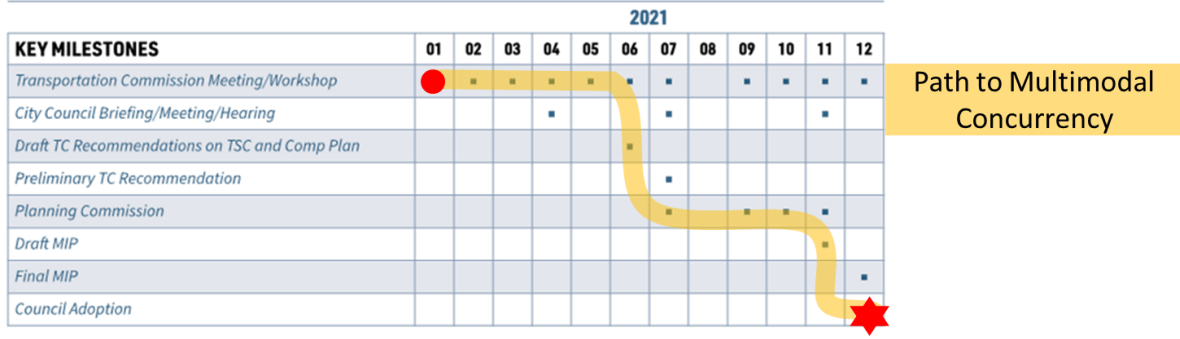
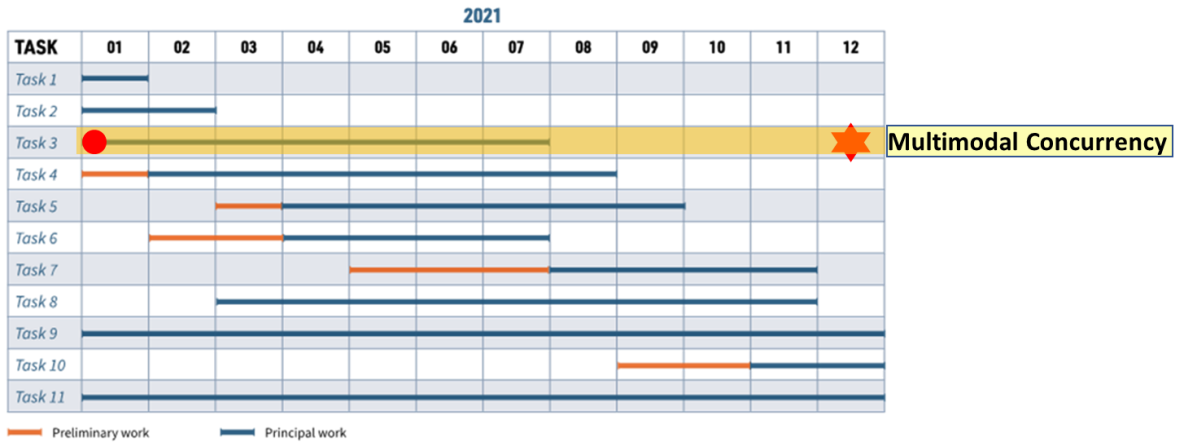
Multimodal Concurrency is a component of the Mobility Implementation Plan that will be a study session item on the Transportation Commission agendas in Q1 and Q2 of 2021. An expected “deliverable” from the Transportation Commission for multimodal concurrency is recommended amendments to the policies in the Comprehensive Plan and the regulations in the Traffic Standards Code.

To synch up with the Planning Commission process for 2021 Comprehensive Plan amendments, policy recommendations from the Transportation Commission should be complete and transmitted to the City Council in Q2, 2021. Then, the Planning Commission will process the recommended transportation policy amendments – along with others - for final approval by the Council in Q4, 2021.

Traffic Standards Code amendments to implement multimodal concurrency would be transmitted directly to the City Council for approval, intended also for Q4, 2021.

Timeline.

The following charts describe the process timelines for the Mobility Implementation Plan tasks and the likely path for multimodal concurrency toward adoption before the end of the year.



ATTACHMENT

Multimodal Concurrency Staff Recommendation Final Report, December 2020

(Note: This version is a final draft – including all of the substance of the staff recommendation but still lacking some formatting and layout refinements. Staff will provide a final layout version of this report as soon as it is available.)