

**CITY COUNCIL AGENDA TOPIC****Bike Bellevue Update**

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**EXECUTIVE SUMMARY**

**DIRECTION** Provide direction to the Transportation Commission regarding Bike Bellevue.

**RECOMMENDATION**

Consider directing the Transportation Commission to develop a recommendation for each Bike Bellevue corridor consistent with the following categories for each corridor:

- a. Corridors that would not require travel lane repurposing that the City would program and implement as soon as possible.
- b. Corridors that would repurpose a vehicle travel lane and would first be evaluated as a trial or demonstration project using criteria that will be developed by the Transportation Commission
- c. Corridors that would be implemented as permanent bicycle infrastructure rather than with a rapid-implementation design.
- d. Corridors that would be deferred to and incorporated into the next update of the Transportation Facilities Plan (2024/25) for citywide consideration, prioritization and resource allocation.
- e. Corridors that would no longer be considered.

**BACKGROUND/ANALYSIS****Background**

In March 2023, the Council approved eight Bike Bellevue project principles and directed staff to work with the Transportation Commission to prepare and submit an implementation recommendation to the Transportation Director. The Bike Bellevue initiative envisions the implementation of low-cost, rapid build bicycle facilities on existing streets in the Downtown, Wilburton and BelRed neighborhoods. In most cases, a “low-cost, rapid-build” implementation of Bike Bellevue would require the repurposing of vehicle travel lanes to provide the space for protected bicycle lanes. A total of \$4.5 million in CIP funding has been allocated for this project.

Staff has developed a DRAFT Design Concepts Guide, containing eleven candidate corridors for Bike Bellevue implementation. Nine of these corridors would require the repurposing of general-purpose travel lanes to accomplish the level of protected bicycle facilities envisioned in the Mobility Implementation Plan. Community response to Bike Bellevue has been mixed, based largely on support for improved bicycle facilities for access and safety and concerns about converting vehicle travel lanes to protected bicycle facilities.

The Transportation Commission has held five meetings on Bike Bellevue, including a special session on December 14 to answer technical questions from the Commission, as well as a regular session that same night devoted to public comment. The project has been on hiatus since mid-December.

Prior to the hiatus, staff met with the Transportation Commission to review the draft Concepts Guide and the draft public engagement plan. Both documents remain in draft form since updates to both remain necessary as the project has progressed and input – both Transportation Commission and community – is incorporated. Technical updates have also been made as necessary.

The eleven Bike Bellevue corridors in the draft Design Concepts Guide are in the project area (Attachment A) and would require approximately \$18.5 million to fully implement. \$4.5 million has been allocated in the CIP for this purpose.

### **Proposed Bike Bellevue Corridors**

<b>Corridor</b>	<b>Cost Est</b>	<b>Segment</b>
1 Northup Way	\$ 3,900,000	120th to 140th Avenue NE
2 NE 12th Street	\$ 990,000	102nd to 108th Avenue NE
3 NE 12th Street / Bel-Red Road	\$ 3,380,000	NE Spring Boulevard to 132nd Avenue NE
4 Bel-Red Road	\$ 2,810,000	132nd to 148th Avenue NE
5 Bel-Red Road	\$ 1,610,000	148th to 156th Avenue NE
6 NE 1st and NE 2nd Streets	\$ 1,250,000	100th to 112th Avenue NE
7 Lake Washington Boulevard	\$ 210,000	99th to 110th Avenue NE
8 100th Avenue NE	\$ 610,000	Main Street to NE 10th Street 116th Avenue NE / NE 4th Street / 120th Avenue NE
9 Wilburton Route	\$ 1,870,000	
10 116th Avenue NE	\$ 200,000	NE 12th to NE 14th Streets
11 140th Avenue NE	<u>\$ 760,000</u>	Bel-Red Road to NE 24th Street
	<b>\$18,590,000</b>	

### **Community Input**

A community engagement plan has guided the Transportation Commission’s work to build community awareness, enable the public to inform corridor design, and to inform corridor prioritization. Due to the project hiatus that began in December, only a portion of the anticipated engagement activities have been completed.

At several study sessions in 2023, the Transportation Commission received staff reports and heard from the community about Bike Bellevue. On December 14 the Commission held a special meeting dedicated entirely to a staff presentation of background information and responses to Commissioners’ questions. This was followed by a study session dedicated entirely to listening to communications from the community, during which 59 people shared their thoughts. A majority of comments shared in support of Bike Bellevue reflected personal bicycling experiences along Bike Bellevue corridors and the hope for better facilities, while a smaller number of comments focused on the potential adverse impacts to the motor vehicle travel experience.

## E-Mail Correspondence

Through the end of February 2024, e-mails have been submitted by the public as follows:

- 1,023 e-mails from 856 unique contacts (excludes replies)
- 515 e-mails that expressed support (50% of all e-mails)\*
- 608 e-mails that expressed not supporting or opposition (59% of all e-mails)\*
- 32 e-mails requesting additional information, neither in support nor against (3%)
- 737 e-mails were generic form responses (72% of all emails, 231 in support, 375 not in support, and 131 that expressed both)

\* Because some e-mails expressed both support and opposition, the percentages exceed 100 percent.

General themes from the input have emerged and include (alphabetical by topic):

- Access and Mobility
  - Expand the network of safe and connected bicycle facilities to support a mode shift to allow households to be less reliant on motor vehicles
  - Improve bicycle access to neighborhoods, businesses, and existing bike facilities.
  - Improve multimodal connections between transit and bicycle infrastructure
  - Revise Bike Bellevue to include alternate routes that do not replace motor vehicle lanes, such as completing Spring Boulevard and a building multipurpose path along Northeast 12<sup>th</sup> Street west of 108<sup>th</sup> Avenue NE
- City Priorities and Investment
  - Appreciation for City investments in active transportation safety and connectivity, the project principles for Bike Bellevue, and commitment to Vision Zero
  - Concern about estimated costs for Bike Bellevue corridors and alignment with existing policies and plans
- Community Health
  - Note the health benefits of improved bicycle infrastructure, including individual physical health and the health of the environment
- Data Analysis
  - Questioned accuracy of the vehicle capacity performance and congestion-related analyses, in particular the roadway capacity analysis that used bi-directional traffic flow instead of unidirectional demand during morning and evening commute times (i.e. looking over the whole day rather than during peak periods).
  - Noted the low modeled change in trips taken by bicycle – comparing forecasts for “Build” and “No Build” scenarios
  - Questioned the models and methodologies used for modeling alternatives, including for vehicle network performance and GHG emissions
- Economy
  - Potential positive and negative impacts of removing motor vehicle lanes and parking, and replacing with bicycle facilities
  - Improving direct bicycle access to shops and restaurants along a corridor
  - Removing vehicle capacity and parking may have an adverse impact on businesses, including deliveries

- Safety
  - Create safe and protected bicycle network facilities
  - Provide a network that is comfortable and safe for all ages and abilities
  - Rapid-build projects with paint and posts could be upgraded
  - Existing facilities are disconnected and unprotected
- Vehicle Capacity and Efficiency
  - Increased congestion resulting from replacing travel lanes with bicycle lanes
  - Need vehicle capacity to support planned growth
  - Find alternatives for bicycle facilities that do not replace travel lanes with rapid-build facilities

### Konveio Tool

An on-line engagement tool called Konveio provided the ability for people to comment directly on the draft design of each Bike Bellevue corridor. This input is intended to help inform the Transportation Commission recommendation on corridor design and prioritization. During the two-month period in the fall of 2023 when Konveio was open, 214 people contributed 1,719 unique comments. Key themes were related to access and mobility (26%), conflict points (18%), protection/buffer treatment (14%), and roadway design and alignment (6%), together with general comments in support (15%) or in opposition (6%). A comment also shared by some members of the public was the challenge they experienced navigating and commenting on corridors via this innovative tool.

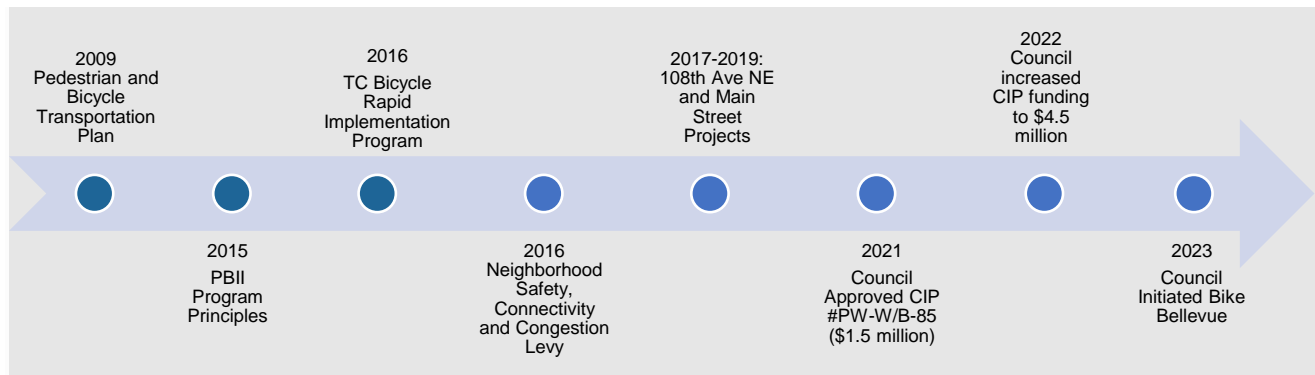
### **History of Bicycle Planning in Bellevue**

The 2009 Pedestrian and Bicycle Transportation (Ped/Bike) Plan is the successor to prior plans (1993 and 1999) to support developing a non-motorized transportation network. The original Ped/Bike Plan was adopted on May 17, 1993, and envisioned implementing complete and continuous bicycle network corridors across the city. From the 1993 Ped/Bike Plan: “The intent of the City of Bellevue in developing this plan is to provide safe mobility options for all of its citizens, workers and visitors”. In the 2009 Ped/Bike Plan, the vision statement reiterated Bellevue’s intent “To plan, design, build, and maintain an integrated, comprehensive network of pedestrian and bicycle facilities”. Many of the 1993 and 2009 planned bicycle facility projects are complete, while many more – including several corridors identified in Bike Bellevue – await implementation.

The following timeline reflects actions on bicycle corridor planning and implementation after adoption of the 2009 Ped/Bike Plan:

- February 9, 2015 – Council approved Implementation Principles that direct the Transportation Commission and staff to work with community stakeholders to meet or exceed the City’s 2019 project completion targets identified in the 2009 Plan.
- April 28, 2016 – The Transportation Commission endorsed the Bicycle Rapid Implementation Program (BRIP) which includes proposed citywide investments that are:
  - Connected – prioritizing a network that ‘fills the gaps’ in lieu of piece-meal implementation;
  - Protected – promoting physically separated facilities to minimize conflicts between roadway users where possible; and

- Rapid – leveraging early-implementation opportunities that can quickly advance project delivery. The term “Rapid” in this context is understood to mean that the street corridor space between the curbs could be repurposed to remove one or more vehicle travel lanes and replaced with a bicycle facility that is “protected” and delineated by paint stripes and vertical posts affixed to the surface. The BRIP CIP Project Executive Summary describes the intent as follows: *The program is – by virtue of its focus on early-win opportunities – targeting lower-cost on-street bicycle facility projects involving paint, signage, and delineator posts rather than more expensive off-street, raised, or curb-separated bicycle facilities.*
- November 8, 2016 – Bellevue voters approved the 20-year Neighborhood Safety, Connectivity and Congestion Levy. Bicycle network improvements are one of the six programs funded by the levy.
- 2018-2019 – The 108th Avenue Northeast Bikeway and the Main Street Bikeway projects were approved by the Transportation Commission and were implemented through the BRIP. Both of these projects involved the “rapid” repurposing of vehicle travel lanes to accommodate protected bicycle facilities.
- December 14, 2020 – Council adopted a 2021-2027 Capital Investment Program (CIP) plan that included \$1.5 million for Growth Corridor High Comfort Bicycle Network Implementation (CIP #PW-W/B-85) applicable to corridors in the Downtown, Wilburton and BelRed neighborhoods.
- April 18, 2022 – Council adopted the Mobility Implementation Plan, which established performance targets for the citywide bicycle network that are expressed using a concept known as level of traffic stress (LTS). LTS is expressed in a range of 1 (high comfort for all riders) – 4 (stressful for most riders) and is determined by the speed limit and daily volume of vehicle traffic and the type of bicycle facility. The Bike Bellevue project area includes multiple arterial corridors where the current LTS performance does not meet the adopted performance targets.
- November 21, 2022 – Council adopted a 2023-2029 Capital Investment Program (CIP) plan that increased funding to \$4.5 million for Growth Corridor High Comfort Bicycle Network Implementation (CIP #PW-W/B-85) in the Downtown, Wilburton and BelRed neighborhoods (Attachment B).
- March 27, 2023 – Council initiated Bike Bellevue. This action approved eight guiding principles and directed the Transportation Commission to develop a Bike Bellevue recommendation for consideration by the Transportation Director. The project area was also confirmed to be the Downtown, Wilburton and BelRed neighborhoods, as it was the expectation that CIP #PW-W/B-56 funding would be used to implement the projects on Bike Bellevue corridors.



### **Bike Bellevue Project Principles**

The Council approved eight project principles to guide the Transportation Commission in the development of Bike Bellevue. These principles establish continuity with and build on Council approved principles for the Pedestrian and Bicycle Implementation Initiative (PBII) and to further account for guidance in the Mobility Implementation Plan, the Safe System approach to Vision Zero, and Complete Streets. The Bike Bellevue principles, enumerated below, envision “a complete and connected bicycle network for Bellevue that is safe, enhances livability, supports economic vitality, and equitably serves the mobility needs of people of all ages and abilities.”

- **Safety: Reduce the frequency and severity of crashes and minimize conflicts between roadway users through bikeway design.** Consistent with the City’s Safe System approach to Vision Zero, Bike Bellevue will implement bikeway designs that provide separation between people bicycling, driving, walking, and rolling.
- **Connectivity: Implement a connected network of bicycle lanes that facilitate access to major destinations.** Consistent with the City’s Complete Streets Policy, Bike Bellevue will implement a connected bicycle network that provides residents, employees, and visitors access to destinations served by the roadway network that is direct and convenient.
- **Comfort: Design bicycle lanes that maximize separation between motor vehicles and people bicycling on streets with higher speed limits and more vehicle traffic.** Consistent with the Bicycle Network Level of Traffic Stress Vision in the Mobility Implementation Plan, Bike Bellevue corridors should not deter bicycling due to stress, anxiety, or concerns over safety.
- **Evaluation: Use a data informed approach to evaluate impacts to all modes of travel and design the program to maximize the mobility of all modes.** Bike Bellevue will incorporate data to inform the planning (including investment priorities), design, and operations of cycling infrastructure development and evaluate the effects of projects implemented.
- **Coordination: Coordinate transportation and land use efforts underway in Bellevue to ensure equity and sustainability outcomes are aligned.** Bike Bellevue will facilitate bicycle access to East Link light rail, the Eastrail project, the Grand Connection project, among other ongoing OneCity efforts. Bike Bellevue will incorporate and inform the work done by these efforts where appropriate.

- **Partnerships: Pursue partnership opportunities to advance the implementation of bicycle projects.** *Bike Bellevue will coordinate with community stakeholders to identify opportunities where collaboration can help expedite the realization of bicycle facilities.*
- **Engagement: Engage community stakeholders in setting the priorities for Bike Bellevue investments.** *A targeted public engagement strategy will provide input on bicycle priorities from a range of stakeholders including residents, businesses, major institutions, under-represented communities, neighboring cities, transportation agencies, and other organizations.*
- **Equity: Promote equity and inclusion in the development and delivery of bicycle projects.** *Consistent with the city's Diversity Advantage Plan, Bike Bellevue will center equity, access, inclusion, and opportunity in project delivery.*

## POLICY & FISCAL IMPACTS

### Comprehensive Plan

Policies in the Transportation Element of the Bellevue Comprehensive Plan support the City's work to:

- TR-2. To aggressively plan, manage, and expand transportation investments to reduce congestion and expand opportunities in a multimodal and comprehensive manner and improve the quality of the travel experience for all users.
- TR-20. Scope, plan, design, implement, operate, and maintain a complete and multimodal transportation system in accordance with the Performance Metrics, Performance Targets and Performance Management Areas as established in the Mobility Implementation Plan.
- TR-21. Ensure that the transportation system infrastructure in Bellevue provides mobility options for all modes, and accommodates the mobility needs of everyone, including underserved populations.
- TR-25. Increase system connectivity for all modes by providing for vehicular, transit, pedestrian, and bicycling facilities to create a Complete Streets network throughout the City.
- TR-109. Promote walking and bicycling.
- TR-110. Incorporate pedestrian and bicycle facilities along with other mobility options in scoping, planning, designing, implementing, operating and maintaining the transportation system.
- TR-111. Implement the Pedestrian and Bicycle Transportation Plan and prioritize projects that address safety issues, provide access to activity centers, provide access to the transit and school bus systems, complete and connect planned pedestrian or bicycle facilities, develop primary north-south and east-west bicycle routes through the city, improve multimodal level of service along travel corridors; and serve residents who have special accessibility needs.

### Fiscal Impact

Funded through the Bellevue 2023-2029 General Capital Investment Program (CIP), CIP Plan No. PW-W/B-85 allocates \$4.5 million to construct projects through 2029 and assumes the implementation of three Bike Bellevue corridors by 2024. To date, approximately \$300,000 has been spent on consultant fees and staff time, primarily in the development of the draft Design Concepts Guide.

## **OPTIONS**

1. Consider directing the Transportation Commission to develop a recommendation for each Bike Bellevue corridor consistent with the following categories for each corridor:
  - a. Corridors that would not require travel lane repurposing that the City would program and implement as soon as possible.
  - b. Corridors that would repurpose a vehicle travel lane and would first be evaluated as a trial or demonstration project using criteria that will be developed by the Transportation Commission
  - c. Corridors that would be implemented as permanent bicycle infrastructure rather than with a rapid-implementation design.
  - d. Corridors that would be deferred to and incorporated into the next update of the Transportation Facilities Plan (2024/25) for citywide consideration, prioritization and resource allocation.
  - e. Corridors that would no longer be considered.
2. Provide alternative direction to staff.

## **ATTACHMENTS**

- A. Bike Bellevue Project Area
- B. CIP Project Description (PW-W/B-85)

## **AVAILABLE IN COUNCIL LIBRARY**

N/A