

CITY OF BELLEVUE
BELLEVUE TRANSPORTATION COMMISSION
MINUTES

May 9, 2019
6:30 p.m.

Bellevue City Hall
City Council Conference Room 1E-113

COMMISSIONERS PRESENT: Chair Wu, Commissioners Bishop, Lampe, Marciante, Teh, Woosley

COMMISSIONERS ABSENT: Commissioner Chirls

STAFF PRESENT: Kevin McDonald, Eric Miller, Kristi Oosterveen, Michael Ingram, Department of Transportation

OTHERS PRESENT: Councilmember Lee; Tony Woody, Concord Engineering; Chris Brieland, Fehr & Peers

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER AND ROLL CALL

The meeting was called to order at 6:30 p.m. by Chair Wu who presided.

Upon the call of the roll, all Commissioners were present with the exception of Commissioner Teh, who arrived at 6:35 p.m., and Commissioner Chirls, who was excused.

2. APPROVAL OF AGENDA

There was agreement to swap agenda items 5A and 8.

A motion to approve the agenda as amended was made by Commissioner Woosley. The motion was seconded by Commissioner Lampe and the motion carried unanimously.

3. PUBLIC COMMENT

Ms. Michelle Niethamer, 15897 Northup Way, said she is part of a group of neighbors that have been studying the Comprehensive Plan and the transportation plan and providing feedback to the city regarding the Bellevue Technology Center site. As part of the homework for the proposed Comprehensive Plan amendment application, the neighbors delved more in-depth into the transportation issues facing the neighborhood. Northeast Bellevue and Crossroads are located adjacent to two neighborhoods that are going through major development, namely Redmond's Overlake Center and Bel-Red. The development in the two areas is materially impacting the traffic and the livability of the local neighborhoods. The Bellevue Technology Center property serves as a buffer from the areas that are being developed with 4900 residential units, 4.1 million square feet of office, and nearly 13,000 parking spaces. However, there are no traffic improvements planned for the Bellevue side of the line to accommodate the growth. One thing looked at is how to align the Comprehensive Plan with the transportation plan. The neighbors have found it difficult to map the 14 MMAs to the 16 neighborhood areas in the Comprehensive Plan. It would be great and easier to understand if the two could be merged. The projection is that for 2030 Northeast Bellevue will

fail its V/C standard for traffic volumes due to the development that is coming in Redmond and Bellevue. There is no plan to add capacity to the area near the Bellevue Technology Center, other than a bike lane, to accommodate the growth. The neighborhood would like to work with the Commission on improving traffic in the area. There are also no planned bicycle corridors east-west in the area, and the routes to the south are not complete. Light rail is coming and safe access to it is needed.

Mr. Bruce Whittaker, 1924 160th Avenue NE, said he is a retired development review engineer for King County. He said he reviewed several of the intersections in the MMAs correlating to the neighborhoods near the Bellevue Technology Center and found that for intersection 62, traffic is underrepresented. Traveling east on Northup Way to Northeast Bellevue, the trip is counted in the Crossroads MMA rather than the Northeast Bellevue MMA. That should be addressed. There are insufficient locations in Northeast Bellevue that are taken into account, which means there is a failure to take into account a large portion of the Microsoft commuter traffic. The closest major arterial is 148th Avenue NE, but there is significant traffic occurring through the residential neighborhoods to the east of 148th Avenue NE. The vision of the city is for growth to be supported by ample infrastructure, but a tipping point has been crossed and infrastructure is not keeping up with the pace of development. The MMAs should be updated to reflect the neighborhood boundaries. The Bellevue/Redmond/Overlake Transportation Study should be implemented through joint actions by both jurisdictions. A plan should be developed to avoid exceeding the V/C standard for Northeast Bellevue. The intersection MMA methodology should be reexamined and volume measurements should be added to those intersections around Northup Way and 156th Avenue NE and West Lake Sammamish Parkway. A plan should be developed for bicycle corridors connecting Northeast Bellevue and Crossroads to Bel-Red and Redmond's Overlake urban center.

Dr. Russ Paravecchio, 2495 158th Place NE, noted that his address in the Belmore Addition is located immediately across the street from the Bellevue Technology Center site. He said he built the first house in Belmore in 1993 and noted that the landscape has changed dramatically since then. He shared with the Commissioners a photo of an very congested intersection and asked them to imagine an ambulance trying to work its way through it and failing to do so for two full light cycles because no car could move out of the way enough to allow the ambulance to pass. In cases of accidents, strokes and heart attacks, the time to treatment is crucial, but first the patient must be able to get to the hospital. The statistically proven times for successful outcomes are mere minutes from the time of arrival in the emergency room. Time in traffic matters. Lives are in danger because the area does not have the infrastructure needed to support the develop already approved and under way. All of the new development approved to occur near one of the city's most crucial routes from Northeast Bellevue to Overlake Hospital is frightening, especially when every second matters when it comes to saving lives.

Mr. Justin Jones spoke representing the Spring District and presented the Commission with a letter having comments on the Transportation Facilities Plan. He said he appreciates the work the Commission and staff have done on the proposed TFP and encouraged the Commission to adopt the preferred alternative. The Commission was also encouraged to continue the outlined mitigation measures, including monitoring the annual concurrency report and updating the TFP as multimodal comes into play.

4. COMMUNICATIONS FROM CITY COUNCIL, COMMUNITY COUNCIL, BOARDS AND COMMISSIONS, AND MEMBERS OF THE TRANSPORTATION COMMISSION

Commissioner Woosley stated that earlier in the day he took the opportunity to hear a report from two legislators on transportation issues discussed during the recent session. He noted that some progress was made in Olympia in coming up with relatively nominal additional funding through tolling and bonding the tolls on new lanes that will be built on I-405 between Bellevue and Renton and further south. The action was controversial and will not yield a tremendous amount of additional revenue, but it will advance a few projects. The legislature was supportive of a much larger state funding package than was passed, and they committed to working on improving the RCWs for the Regional Transportation Investment District

Chair Wu apologized for not following proper procedure in the Commission's previous meeting in terms of points of order. She said she would seek to do so in the future. She also suggested the Commissioners should use the point of order more reservedly.

6. PUBLIC HEARING

A. 2020-2025 Transportation Improvement Program

A motion to open the public hearing was made by Commissioner Bishop. The motion was seconded by Commissioner Woosley and the motion carried unanimously.

No members of the public chose to provide testimony.

A motion to close the public hearing was made by Commissioner Marciante. The motion was seconded by Commissioner Bishop and the motion carried unanimously.

Principal Transportation Planner Kevin McDonald called attention to the two written communications on the topic that were included in the Commission packet.

8. DRAFT MINUTES REVIEW/APPROVAL

A. March 14, 2019

B. March 28, 2019

Commissioner Woosley called attention the penultimate paragraph on page 14 and noted that the statement of Ms. Stevens should be revised from "continuing the discussion would get the Commission anywhere" to "continuing the discussion would not get the Commission anywhere."

A motion to approve the March 14, 2019, meeting minutes as submitted, and the March 28, 2019, meeting minutes as amended, was made by Commissioner Woosley. The motion was seconded by Commissioner Lampe and the motion carried unanimously.

7. STUDY SESSION

A. 2020-2025 Transportation Improvement Program

Capital Facilities Planning and Programming Administrator Kristi Oosterveen sought from the Commission approval of the Transportation Improvement Program (TIP) update for 2020-2025. She said the Commission's recommendation is slated for the City Council's June 3 agenda. The TIP is used as a resource. The projects on it are submitted to the Puget Sound

Regional Council and the Washington State Department of Transportation, making them available for grants.

Continuing, Ms. Oosterveen said the TIP is divided into four sections, beginning with the Capital Investment Program projects and followed by projects from the Transportation Facilities Plan (TFP), other unfunded local projects identified or scoped by completed alternative analyses and planning or pre-design studies and other regional or outside agency led projects in which the city may choose to participate financially. She noted that she had previously reviewed with the Commission the differences between the 2019-2024 TIP and the proposed 2020-2025 TIP. The Commissioners were reminded that conducting a public hearing on the TIP is mandated, and were informed that the recommendation of staff was to approve the proposed TIP which it was indicated has 101 projects: 36 in the CIP section, 32 in the TFP section, 27 in the other unfunded projects section, and six in the regional or outside agency section.

Commissioner Woosley commented that one city policy is that is growth must be supported by ample infrastructure. He asked if there were a way to incorporate in the TIP an emphasis on making sure that policy is upheld and used as a criteria for seeking Puget Sound Regional Council grants for projects on the list. Ms. Oosterveen said she was not in charge of selecting projects to go forward for grants. She said projects that are added to the list are typically drawn from completed area studies. All the projects from the different subarea plans have been compiled into the comprehensive transportation project list and are reflected in Section III of the TIP, if they are not already in the CIP or the TFP. Commissioner Woosley asked if the projects on the list that would do the most to provide ample infrastructure to accommodate growth could in some way be emphasized.

Implementation Planning Manager Eric Miller stressed that the TIP is not a financially constrained plan, nor is it a funding plan for implementing projects. It serves only to identify the universe of priority projects. All projects in the proposed TIP are supported by policy.

Commissioner Bishop asked if a project has to be in the TIP in order to be included in the TFP. Mr. Miller said projects did not technically have to be in the TIP first. The Council can select projects that address new and emerging needs for addition to the TFP. Commissioner Bishop said there are some very good projects for the Eastgate area that are not identified in the proposed document, though he allowed that the previous TIP does include coverage of some of the Eastgate projects. He asked if there is a sufficient relationship between the old project identification and the proposed TIP relative to the Eastgate area. Mr. Miller said there are many projects from older Eastgate-area studies. Commissioner Bishop asked if the list should be amended to include what might come out of the Eastgate subarea analysis. Mr. Miller suggested waiting until the analysis is finished, presented to and accepted by the City Council.

Commissioner Woosley pointed out that the Eastgate study is very close to wrapping up and suggested it would make sense to wait for it before approving the TIP to allow for including additional projects. Mr. McDonald said the TIP must go to the Council on June 3 in order to keep the approval projects on track. He added that all projects from the analysis will be eligible for the TIP update in 2020.

Commissioner Marciante asked how projects flow into the annual update of the TIP, and how they tie into planned growth. Mr. Miller explained that it starts with the Comprehensive Plan, which is the vision of the community. The Comprehensive Plan has multiple elements, one of which is the Transportation Element. The long-range facilities plan include things like the

Eastgate study, the Bel-Red study, the Downtown Transportation Plan, and function plans such as the Pedestrian/Bicycle Plan and the Transit Master Plan. Within each of those studies and plans there are projects identified that either get adopted by reference into the Comprehensive Plan or added to the comprehensive transportation project list. The TFP is the first level of citywide project prioritization; it prioritizes projects in the context of projected revenues over a 12-year period of time.

Commissioner Marciante asked where the check and balance exists between the allocated level of growth and investments in infrastructure. Mr. Miller said the TFP is the first step in that process. The environmental impact statement published for the proposed TFP includes a lot of analysis on that front in that it looks out at the growth projected to occur in the coming 12 years, analyzes the projects that can be funded with the available revenues, and looks to compare the two. It is the CIP, however, where the real test occurs in measuring whether the infrastructure projects are sufficient to accommodate the permitted growth over a seven-year period.

Commissioner Woosley pointed out that projects must be included in the local TIP in order to be eligible for state and federal grant programs. He asked if an emphasis should be placed on the projects for which grants are desired, particularly those projects that are needed to help maintain or improve levels of service. He also asked how many of the projects on the list will be put forward for grant submittals. Mr. Miller said that would take another full presentation. There are a multitude of grant programs, each with a different area of emphasis ranging from sidewalks and bike facilities to safe routes to schools in addition to network roadway and intersection projects. Key to most grant programs is having matching funds available, which narrows the list down to the CIP projects in most cases. Commissioner Woosley suggested the Commission should include some language in the transmittal to the Council about using the TIP grant process to address the impending congestion problems that have been identified.

A motion to approve the 2020-2025 TIP project list was made by Commissioner Bishop. The motion was seconded by Commissioner Woosley and the motion carried unanimously.

A motion to approve the transmittal memo relating to the TIP was made by Commissioner Bishop. The motion was seconded by Commissioner Marciante.

Reading from page 6 of the Transportation Element, Commissioner Woosley noted that for the foreseeable future the private auto will carry the majority of the daily trips within Bellevue, and that the city will provide capacity to serve the travel demand and meet the level of service standards. He said the forecasts, however, would indicate the policy direction will not be met. The transmittal should include a call for including projects that are consistent with Comprehensive Plan policies, particularly those about accommodating growth by meeting level of service standards.

Mr. McDonald pointed out that there are no standards for long-range planning. The standards exist for concurrency, which involves a six-year window. The TFP has a 2030 time horizon and has no standards. The environmental analysis identifies those places and concepts that would need additional study if there were standards.

Commissioner Bishop observed that the TIP has no time or budget horizons. It is just a wish list of projects. He suggested the current discussion was not particularly germane to the TIP in the way it would be for the TFP. He said the transmittal memo as drafted did not need to be changed.

The motion to approve the transmittal memo for the TIP carried unanimously.

B. 2019-2030 Transportation Facilities Plan

Senior Transportation Planner Michael Ingram sought from the Commission a recommendation in regard to the 2019-2030 Transportation Facilities Plan. He noted the staff recommendation was to approve the plan. He said the environmental analysis had been discussed at the Commission's meeting on February 28. The document was published on March 15 and it was open for comment for the required number of days. A total of six parties provided comments to which staff are in the process of responding. The final environmental impact statement is anticipated to be published toward the end of May.

Mr. Ingram said the comments received fell into three general categories. Several comments were made in regard to specific projects along with suggestions that they either should or should not be included in the plan. There were several comments related to the LOS challenges in the 2030 horizon, and there was one comment from the Muckleshoot tribe relating to barriers on certain streams associated with roadways.

The areas for which there are potential challenges in the 2030 horizon include the Bridle Trails, Northeast Bellevue and East Bellevue MMAs, as well as the 148th Avenue NE corridor. The challenges were discussed with the Commission at the February 28 meeting along with potential strategies for addressing the challenges. The strategies are documented in the EIS and are included in the draft transmittal memo to the Council, including more thoroughly reviewing land use and transportation plans with the city of Redmond to address the needs in Overlake. Bellevue does engage in ongoing coordination with Redmond regarding Microsoft and the impacts associated with their intensive development and the mitigation measures they will put in place.

One of the comments received suggested the addition of monitoring new and evolving technologies for potential improvements to system performance. Mr. Ingram said would be included in the final environmental impact statement as a potential strategy.

Mr. Ingram said TFP-158, SE 16th Street, was not included on the project list in line with prior action by the Commission. The project was discussed at the City Council level in July 2018 and direction was given to include the project in the environmental analysis, so that was done. He noted that there were some funding adjustments in the funding allocations for projects that relate to the budget process the Council concluded in late 2018.

Mr. Miller said the city's budget process in 2018 included adoption of the CIP in December. At that time some adjustments were made to specific project budgets which made it necessary to update the TFP to match. He pointed out that the list indicates which projects are impact fee projects, specifically 15 roadway capacity projects that are fully funded in terms of the TFP allocation. In accordance with the city code, the cost of debt service on borrowed funds must be included in the project cost for the impact fee program, so those costs were added to the TFP project costs.

Mr. Ingram said the next steps would include publication of the final supplemental environmental impact statement, a briefing for the City Council sometime during the summer, and adoption by the Council at a subsequent meeting.

Commissioner Woosley thanked Mr. Ingram and Mr. Miller for meeting with him earlier in the day to provide some additional information. He referred to the options for addressing the challenges and asked if there were any projects involving more than just capacity at intersections. Mr. Ingram said the options were not strictly limited to intersections per se, but he stressed that system performance is measured at intersections.

Commissioner Bishop said the TFP is a key message that comes out of an exhaustive and comprehensive methodology. It looks out 12 years and includes projects that could be constructed with the projected funding of some \$330 million. He said the previous update to the TFP involved only minor tweaks, so the last time the plan was really focused on was six years ago. He said for the first time in six of the seven years he had been on the Commission, there was a citywide evaluation of how well the 12-year plan is intended to perform, and the result is shocking. There are 99 system intersections. One of the evaluations in the EIS looked back to 2017 and found that 15 of the 99 intersections were at that time failing the LOS standard. No MMA was determined to be failing, however. The EIS looks forward to 2030 and found that the total of failing intersections would increase to 37. It is true that concurrency only looks out six years rather than 12, but the given the findings, the TFP is a disastrous failure of the planning system. It says that after spending a third of a billion dollars over the next 12 years, there will be three times as many failed intersections. The Commission should not move the plan forward, rather it should go back to the drawing board.

Continuing, Commissioner Bishop said the city survey that was done in 2018 based on the 2017 experience of residents, 55 percent of whom indicated that traffic is the most important issue to them. Affordable housing came in as the next highest issue at 14 percent. Traffic is a big deal for the residents of Bellevue, yet the TFP as proposed shows that spending \$330 million will yield a system that is much worse than current conditions. There is also a question of equity given the degree to which funds are allocated to pedestrians, bicycles and transit over roadways and intersections. The proposed resources are inappropriately allocated in the TFP to things that do not matter to the residents of the city of Bellevue. He said he would recommend not moving the TFP forward, and would recommend advising the Council to remand the plan back to the staff and the Commission to rethink the process.

Commissioner Marciante agreed that the proposed TFP was not sufficient insofar as future transportation needs. She stressed that the TFP is a financially constrained document and said it will be necessary to get really creative in the coming years. She said she recently started working at a job in the downtown. She said she looked for an alternative to driving alone to get to the job, but found that it would take longer to travel by car to the park and ride in Wilburton and from there to travel by bus to the downtown than it would take to bike from home to the downtown. She said she gave consideration to using the Red Line on 148th Avenue but found it to be inconsistent. Because of the lack of good alternatives, she said she drives her car to work in the downtown and pays \$12 a day for parking. It is clear the city has not given people viable choices in terms of mode other than the car, and largely that is because the city has for the past 50 years chosen to invest in accommodating vehicular traffic. The more capacity the city adds for cars, the more it will need to spend to fix and maintain the infrastructure. The region is investing in transit, and residents have time and again talked to the Commission about the need for a connected bicycle infrastructure network. That has been promised but it does not yet exist. Those who choose to ride risk their lives in doing so, but the lack of riders on the roads cannot be seen as evidence that people do not want to ride their bikes to work. Safe bicycle routes are desperately needed. The volume of traffic even in residential neighborhoods makes it unsafe for children to ride their bikes. There is a need for more vehicle capacity, but there is also a need to provide residents with choices. The proposed TFP does not go far

enough in regard to any of those things.

Commissioner Lampe agreed with the ongoing theme of facilities insufficiencies throughout the city. The question is how to address that, and whether or not the proposed TFP represents the right mix. He voiced appreciation for the presentation made by the community regarding safety issues related to congestion. Safety and congestion rate very high in ranking projects, and one of the proposed solutions is to change the V/C ratios to indicate anything over 0.8 is a congested condition. He said his inclination was to vote against approving the proposed TFP.

Commissioner Woosley commented that the role of the Commission is to advise the Council on how to address the critical transportation challenges the city faces. He agreed that the process has been very good and very thorough. In order to take advantage of the good work, there must be a willingness to adapt and make changes where the results are not deemed to be acceptable. As drafted, the TFP results are not acceptable. Changing the V/C ratios or the time in which congestion is measured during the evening peak is nothing more than gimmicks. Regionally, the focus has turned to funding alternatives and changing the modesplit, but the latter has not really come about. He stated that the Eastside pays \$2 for every \$1 of service from King County Metro. That is simply wrong. The Eastside will pay \$12 billion to Sound Transit over the next 25 years but it will only get \$9 billion back in terms of service. For Bellevue, that equates to about \$30 million annually. The forecasted failure of the system and the policies is the direct result of having chronically underfunded capacity for the types of vehicles that currently and will travel on the city's transportation systems. For the foreseeable future, 80 percent of all trips will be by motorized vehicle, not counting transit vehicles. Increasing investment in roadway capacity is the best thing the city can do to prevent the massive forecasted increase in congestion. He said he would join in suggesting the Council should direct the Commission to look at reallocating revenues to more effectively addressing the issue of congestion that is outlined in the draft environmental impact statement forecast.

Commissioner Teh said if the desire is to encourage and incentivize changes in behavior, investments should be made in the appropriate infrastructure. Accordingly, investments should be made in pedestrian, bicycle and other alternative modes of transportation. To continue investing primarily in vehicle capacity will serve only to continue encouraging travel by private vehicle.

Commissioner Teh asked if the staff agreed with the assessment of Commissioner Bishop relative to the forecasted result of the proposed TFP. Mr. Ingram said the outcome highlighted by Commissioner Bishop is a possible result. Predicting the future is imperfect and in fact the city has in the past seen similar scenarios forecasted. A similar analysis is conducted every three years or so. The last one was done three years ago and in it everything checked out. In the two prior cycles, however, there were multiple MMAs showing up as red 12 years out. The analysis should serve as an indication of possible problems in certain areas for which options should be considered, but it should not be assumed that the future will play out in the way the forecast predicts. A number of improvements have come about as a result of using technology, so it is not always necessary to add physical capacity. Any attempt to rethink the mix of projects will require having projects to consider. That is what is being done in Eastgate, and that is what the city would be doing by coordinating with Redmond about Overlake. With one or two exceptions, it is simply too soon to be able to say dollars should be put to fix what are only potential problems in that area.

Commissioner Teh asked what it would take to move the forecast from red to yellow or green. Mr. Ingram said that would depend to a large part of how green is defined. From the

perspective of the code, green means being in compliance with the concurrency standards. Every year the city looks at concurrency and if it is not green, development cannot happen.

Commissioner Bishop pointed out that the Commission has not thought enough about the options to figure out what might be done. That is another indication of the failure of the system, and that is all the more reason to go back and rethink the process.

With regard to the comments made during communications from the public, Commissioner Marciante agreed that what is needed is a deep study to determine what the overall needs are in that area of the city and what needs to be done. She proposed including in the transmittal memo their recommendation for a multimodal study of their area.

Commissioner Woosley distributed to the Commissioners a handout containing language he wanted to see included in the transmittal memo. The forecast is the best tool available and it shows a failure of the system is coming. He said the city can do better given the amazing talents of the staff. The focus needs to be responsive to what the citizens have identified in the budget survey and what was outlined by the citizens from Northeast Bellevue. It takes time to turn the ship away from the shoals of congestion, so steps should be taken sooner rather than later.

Commissioner Teh asked what the impact would be of going back to the drawing board and conducting another analysis. Mr. Miller reiterated that staff does not have the projects in the long-range plan that will turn the red dots to a different color. He allowed that while that may be viewed as a problem, that is the case. Another way to look at it is that when capacity is built, they will come and fill it up again. That is not to say the city should discontinue approving growth, but lanes added to freeways and local streets will simply fill up and that very quickly. Capacity projects take money and simply shifting funds from ped/bike projects will not be sufficient because there is just not enough money.

Chair Wu asked what impacts would flow from the Commission choosing not to approve the TFP. Mr. Miller said the TFP is the basis for the transportation impact fee program, so one impact would be the loss of a key source of revenue for funding capacity projects. Impact fee revenues can by code only be used to fund roadway capacity projects. Adoption of the TFP will add significant new capacity investments, and will include the debt service on the TIFIA loan, for which impact fees will go. Developments are generating fewer trips per square foot than in years past through the use of alternative modes of travel, and as those numbers go down there will be a deeper cut into the revenues from impact fees. Updating the TFP is needed to justify the cost side of the impact fees equation.

Commissioner Woosley said the impact fee program is one way development pays for itself. He agreed that the TFP is needed to make any adjustments to the program. As a matter of policy, the Council has chosen to set a lower impact fee rate than what it can legally assess. He asked if there is enough flexibility in the existing impact fee rate and what could be charged to cover the interest for the TIFIA loan. Mr. Miller said the question is very complicated and would require some time to answer and goes beyond the discussion of the TFP.

Commissioner Woosley asked what the current per trip impact fee is the city charges and what the upper limit is for what the city could charge. Mr. Miller said the city could charge just under \$8000 per trip but has chosen to charge just over \$5000 per trip. Commissioner Woosley suggested that leaves room for the Council to increase the rate to cover the TIFIA loan interest. Mr. Miller said the interest is not included in the current impact fee program. Adopting the

proposed TFP would allow that to take place given that the impact fee program is based on the latest TFP. He said staff did not disagree with the concerns raised by the Commission, and whether the Commission recommends adoption or not the same message will be sent to the Council.

Commissioner Lampe said while the 2030 forecast is concerning, it is equally concerning that currently 17 intersections are failing.

Commissioner Marciante agreed that there is cause for concern. She agreed that more and better planning is needed but said after hearing the arguments for and against, she suggested that by not approving the TFP the city will be put in an unnecessary financial risk. The argument against approving the TFP rests on the opinion that it does not focus enough on capacity versus other modes of travel, and that is not the right approach. The Commission went through a process in which the importance of all the different modes were considered in developing the proposed TFP. She said she was inclined to approve the plan to the Council and to include in the transmittal memo a call for additional study to address the identified challenges.

Chair Wu said her concern was with where growth and infrastructure meet. She said if the intersection is in the CIP, it is too late. The TFP has a 12-year horizon and is the document that should be used in planning for the future and it is the document that should show how infrastructure and growth will equal out. She also voiced concern that the standards being used by the city seem to be outdated. With regard to the proposed TFP, she said she was not satisfied with it.

Commissioner Teh asked if in the opinion of the staff the TFP project list was the best that could be put forward given the constraints, and if the process should be reassessed. Mr. Ingram pointed out that the Commission had been involved with the entire process of putting together the project list. The process as it has historically been carried out is credible and has generally yielded satisfactory results for the community. He added that the process will be undertaken again very soon whether the Commission chooses to adopt the proposed TFP or not. As subarea studies are completed, including the Overlake area, they will help to inform the next iteration of the TFP. The high-level citywide work done in developing the TFP cannot identify the right solutions to the challenges in Overlake, which is why a more focused analysis conducted in coordination with Redmond is needed.

Commissioner Woosley said the process as it is set up should work. What is needed are additional studies to inform the process. The Eastgate study is an excellent example because it was designed to address the very issues the Commission has voiced concern about. Life/safety issues are not addressed often enough. In choosing to take actions that will increase congestion unnecessarily, causing additional delay in the system, people's lives literally are threatened. The city's actions to build a fire station in the downtown were entirely predicated on keeping response times within the city's standards. Response times should be included as a core value in transportation planning. While there should be alternatives in the plan, they need to be effective in terms of cost/benefit.

Answering a question asked by Commissioner Marciante, Mr. Ingram said any additional studies the Commission would like to see done would need to be directed by the Council. If the Commission wants to recommend additional studies, the place to do that would be in the transmittal memo to the Council.

A motion was made by Commissioner Woosley to revise the transmittal memo to incorporate the language proposed by Commissioner Bishop, specifically: "The Commission shares with the Council our deep concerns regarding the results of the Transportation Facilities Plan's draft supplemental environmental impact study. The analysis shows our 12-year funded TFP will result in a failing transportation system in 2030. Clearly the plan needs to be significantly revised to meet the city's Comprehensive Plan policies and future concurrency requirements. Additionally, the current draft TFP is also in direct conflict with the concerns expressed by Bellevue citizens regarding traffic congestion and trips generated by new development. Therefore, we recommend the Council direct the Commission and staff to revise the TFP and ideally the CIP to prioritize and aggressively fund the completion of transportation projects that will most effectively limit the degradation of the levels of service in Bellevue's transportation system." The motion was seconded by Commissioner Bishop.

Commissioner Lampe asked if the Commission would be voting on the transmittal memo before voting on the TFP itself. Chair Wu said it was her preference to vote on the TFP first, but pointed out that there was a motion on the floor.

Commissioner Woosley pointed out that if the Commission votes to approve the TFP, the transmittal memo as revised would be irrelevant.

Commissioner Marciante stated that a vote in favor of the motion on the floor would in fact be a vote not to approve the TFP. Mr. McDonald agreed and said the language as proposed in the motion calls for significantly revising the TFP in order to meet the city's Comprehensive Plan and concurrency requirements. Consequently, approval of the motion on the floor will effectively mean the Commission would not be recommending adoption of the TFP.

Mr. Miller argued that there statements that do not make sense in the language proposed by the motion for revising the transmittal memo. He said the statement that the analysis shows the 12-year funded TFP will result in a failing transportation system in 2030 is categorically incorrect. There are 12 years before 2030 in which to add projects that will address the concerns. Commissioner Woosley said his point was that going from 15 to 37 failing system intersections is in fact a failing system. Mr. Miller stressed that under the city's code and the Growth Management Act, a failing system is defined through a concurrency test. The TFP analysis is not a concurrency test, rather it is a process by which issues become flagged for additional study.

The motion on the floor failed 3-3 with Commissioners Bishop, Lampe and Woosley voting in favor, and Chair Wu and Commissioners Marciante and Teh voting against.

A motion to approve the proposed TFP, with the addition of a recommendation to study the Northeast Bellevue area, was made by Commissioner Marciante. The motion was seconded by Chair Wu.

Commissioner Bishop pointed out that the documentation, including the transmittal memo, includes the notion of conducting a transportation study for the Northeast Bellevue area. Accordingly, that does not need to be included in the motion.

Commissioner Teh said the discussion by the Commissioners highlighted a system that is broken generally, not just in the Northeast Bellevue area.

Mr. Ingram pointed out that in the draft memo and the TFP, the idea of a focused study of

Overlake and Northeast Bellevue is just one of a list of potential strategies. It is up to the Commission to make specific recommendations.

Commissioner Marciante moved to amend the motion to strike the language calling for a study of the Northeast Bellevue area. The motion to amend the motion was made by Commissioner Teh.

Mr. Ingram reiterated that the transportation study is one of a list of potential strategies called out in the draft transmittal memo. He said if the Commission wants to emphasize the Northeast Bellevue study, it should be specifically called out.

Commissioner Lampe suggested it would be appropriate to make the suggestion in the transmittal memo rather than in the motion to approve the TFP.

Commissioner Marciante said however it is done, she wanted to emphasize the need to conduct a transportation study in the Northeast Bellevue area. She withdrew her original motion and her motion to amend the motion.

Mr. Miller clarified that as drafted, the transmittal memo states that because of the potential to exceed the standard in certain MMAs, a set of strategies is recommended. If approved as drafted, the Commission would be recommending all of the strategies.

A motion to approve the proposed TFP and the draft transmittal memo was made by Commissioner Marciante. The motion was seconded by Commissioner Teh.

Commissioner Teh asked about the TFP update process. Mr. Ingram said by code the plan is to be updated every two years or as directed by the Council. In actual practice it has been somewhat less frequent. Mr. Miller said the process of updating the TFP is started within the two-year timeframe, but the process itself takes at least 18 months to complete.

The motion failed 3-3 with Chair Wu and Commissioners Marciante and Teh voting in favor, and Commissioners Bishop, Lampe and Woosley voting against.

A motion to communicate to the Council that the Commission could not reach a majority on the issue and to ask for their direction was made by Commissioner Bishop. The motion was seconded by Commissioner Woosley and the motion carried unanimously.

There was consensus to appoint Chair Wu and Commissioners Bishop and Woosley to review any presentation to be made to the Council.

Mr. Miller said staff would coordinate with the Council office to schedule a communication to the Council.

A motion to revise the agenda to hear item 5A next was made by Commissioner Lampe. The motion was seconded by Commissioner Marciante and the motion carried unanimously.

5. STAFF REPORTS

A. Retiring Commissioners Recognition

Councilmember Lee said it is clear that the Commission works very hard and serves the

community the best it can despite all of the frustrations involved. He said both Commissioner Lampe and Woosley had served well, the former for two terms and the latter for one. He voiced the appreciation of the City Council for their service. Each was presented with a certificate of appreciation and a parting gift, then a photograph was taken.

A motion to extend the meeting to 9:30 p.m. was made by Commissioner Marciante. The motion was seconded by Commissioner Bishop and the motion carried unanimously.

7. STUDY SESSION

C. Eastgate Transportation Study

Mr. McDonald sought from the Commission approval of the project concepts and direction to prepare a final report for review and approval on June 27.

Tony Woody with Concord Engineering said two different concepts were considered in the Eastgate subarea, including a variety of intersection improvements at Eastgate Way at the SE 37th Street eastbound off-ramp and on-ramp, as well as at SE 38th Street. He noted that nothing had changed since the March 24 meeting, with the exception of the addition of a northbound right-turn pocket at 150th Avenue SE. Two different concepts for the Eastgate subarea are under consideration, including a three-lane southbound section from north of Eastgate Way to SE 37th Street, and a fourth southbound lane across I-90. For the Factoria subarea, two different project concepts are considered, one at the SE 36th Street eastbound off-ramp that includes adding an additional receiving lane to serve the morning peak traffic, and some additional channelization improvements at SE 38th Street on both the east and west legs.

Continuing, Mr. Woody said a few other intersections serving the area were looked at, particularly around the Eastgate transit center park and ride and to the east of Eastgate Way. The projects looked at were additional channelization at 142nd Avenue SE and SE 36th Street, and signalization revisions at 139th Avenue SE and SE 32nd Street and at Eastgate Way and SE 37th Street.

Both of the Eastgate packages were shown to perform well. Under the first package there was a travel time reduction of about 37 percent, and under the second package there was an overall 48 percent reduction in travel time. Given that there are fewer projects in Factoria, the travel time reduction was shown to be about 11 percent.

With regard to the Factoria area, Mr. Woody said it was decided fairly early on that widening at SE 36th Street and SE 38th Street would not be looked at because of the nature of the bottlenecks on either side.

Commissioner Bishop asked if the report will identify the length of a bigger area that might be evaluated in a later study. Mr. Woody said that could be acknowledged in the report.

Chris Brieland with Fehr & Peers commented that the projects were identified over the past few months and the consultant team worked to refine them to make sure they will fit within the right-of-way, and that they are feasible and fundable by the city. A traffic congestion benefit cost ratio analysis was done as part of the study to determine if the projects are worth advancing. With the scope of the project being focused on traffic congestion relief, the focus was on the narrower lens of vehicle hours of delay reduction in the evening peak period compared to the baseline. The calculations were made over the system of intersections on

148th Avenue SE and 150th Avenue SE, and on the Factoria Boulevard system of intersections. The isolated intersections for which project concepts were proposed were also looked at in doing the calculations.

Mr. Brieland said the primary difference between the two options for the Eastgate corridor is the fourth southbound lane carried across the I-90 overpass. He said talks with WSDOT are continuing regarding some refinements and feasibility checks, but there is currently no reason to believe the existing structure cannot accommodate the additional lane. He stressed the need to look at both the cost/benefit ratio and the aggregate hours of delay reduction in concert with one another. The amount of hours of delay reduction for the second concept is significantly higher than for the first concept by almost a hundred hours every weekday evening peak period. Accordingly, the second concept offers more benefit than the first concept, though the second concept has a higher cost. Both of the concepts have a favorable cost/benefit ratio.

The costs for the projects on Factoria Boulevard are lower because the projects magnitude is much less. Commensurate with that, there are fewer hours of delay reduction. However, the cost/benefit ratio is quite high. The other projects the team has recommended advancing have similarly favorable cost/benefit ratios.

Mr. Brieland said the consultant team chose not to recommend advancing the roundabout concept at Eastgate Way and 150th Avenue SE. The project is large and involves some significant right-of-way acquisition costs. It does not perform any better than the concepts included in the first and second packages. Also not recommended are the 150th Avenue SE/Newport Way additional southbound left-turn pocket which involves significant right-of-way impacts and topography impacts; and the direct access ramp improvements at 142nd Place SE at I-90 which involves a WSDOT structure and a very high cost.

Throughout the entire process the team was mindful of the level of service evaluation for autos, but not to the exclusion of the other modes. The conclusion reached was that all of the project concepts recommended for advancing either meet the city's multimodal level of service standards and guidelines or will not preclude the city from getting there by consuming too much space.

Mr. Brieland sought the endorsement of the Commission of the second Eastgate package, and the Factoria package of improvements.

Chair Wu allowed that the Factoria Boulevard area is difficult to address given that the corridor is highly constrained and there are limited tools that can be used in the area. The proposed projects are relatively minor in scope and construction could be accomplished quickly. There is a need to widen the scope to consider a longer stretch of the roadway. Mr. Brieland said he did not disagree but pointed out that expanding the scope to fully address the issues was not part of the study parameters. He said he would be happy to include in the report an outline of what the limits of what a larger study could be.

Commissioner Lampe reminded the Commissioners that the cost/benefit analysis for the Bellevue Way South HOV project put a figure of \$15 per hour on people's time in order to effect a dollars for dollars comparison. Mr. Brieland said the rationale for not taking that approach with the Eastgate study was that there is an ongoing debate within the industry relative to the value of time. He said he did not want to engage in a controversy over a selected value of time and chose instead to look at delay reductions per dollar spent.

Commissioner Marciante asked how other places have handled similar capacity issues. Mr. Brieland several jurisdictions have used capacity expanding measures. Other options include transportation demand management (TDM) and transportation system management (TSM). TDM is a long and slow process that relies on congestion to encourage people to avoid adding more congestion. TSM gets at things like metering onto facilities.

Commissioner Woosley commented that regional highway design issues have much to do with the issues faced in the Eastgate and Factoria areas. The most important thing for Bellevue's transportation future is the I-405 master plan. He said the Eastgate study is a fine example of what can and should be done throughout the city.

Commissioner Bishop noted his appreciation for the staff making available an hour and a half earlier in the week to go over the details of the study. He said he took advantage of the opportunity. For the extra \$3 million, the second concept for Eastgate is a clear winner.

A motion to approve Eastgate package two, Factoria package one and other the other projects as recommended by staff was made by Commissioner Bishop. The motion was seconded by Commissioner Woosley and the motion carried unanimously.

A motion to direct staff to prepare a final report for presentation to the Council on June 27 as made by Commissioner Bishop. The motion was seconded by Commissioner Woosley.

Commissioner Bishop asked how many weeks ahead of June 27 the Commission would be able to see the final report. Mr. McDonald committed to having the report in the Commissioners' hands by June 20.

The motion carried unanimously.

9. UNFINISHED BUSINESS – None

10. NEW BUSINESS – None

11. PUBLIC COMMENT

Ms. Pamela Johnston, 3741 122nd Avenue NE, said the question regarding the TFP is whether or not it will be a success for the customers, namely the residents who voted for the transportation levies to put more money into the system. For most people, their metrics are whether or not they can get there on time, whether or not it will take more or less time to travel to their destinations, and whether or not the access provided will be for real people like those with kids who need to be taken to different events every day. She said the provision of bike lanes sounds like the city trying to bring about social change. There are some who will use the facilities every day and some who will never use them at all, while those in the middle will use them if they are given a good reason to do so. People in Copenhagen ride bikes; that is something that started in the 60s. To bring about similar results in Bellevue will take a long time, but the city needs to take a leap into innovation and get away from doing the same things over and over, because doing the same thing over and over is not working. Something new should be tried.

Ms. Michelle Wannamaker, 4045 149th Avenue SE, thanked the Commissioners and the consultant team for the good work on the Eastgate transportation study. She said she was pleased to see the good projects that have been identified. Given all the good data, she

suggested the city should move forward on the 150th Avenue SE/SE 37th Street project.

Mr. Bob Pishu with Kemper Development Company, 575 Bellevue Square, said he was one of the six who submitted official comments on the TFP. He said he found it troubling that there are different projects assumed in the TFP that are in the Downtown Transportation Plan. There are MMAs that fail, and there are intersections like 108th Avenue NE and NE 4th Street that are approaching LOS 0.95. When considering bike lanes and improvements for other modes, the resulting future impacts should also be considered. It would be nice to get some answers with the TFP process before simply approving it. No final environmental impact statement for the Wilburton study has yet been shared with the public and there are some serious questions in need of answers, such as whether to terminate NE 6th Street at 116th Avenue NE or 120th Avenue NE. The Puget Sound Regional Council says the project goes to 120th Avenue NE, but the TFP shows it terminating at 116th Avenue NE. Wilburton growth was not included in the proposed TFP because it has not officially been approved yet. Answers to those questions are needed.

12. COMMISSION CALENDAR

Mr. McDonald briefly reviewed with the Commission the calendar of upcoming meeting dates and agenda items.

13. ADJOURN

A motion to adjourn was made by Commissioner Woosley. The motion was seconded by Commissioner Marciante and the motion carried unanimously.

Chair Wu adjourned the meeting at 9:31 p.m.

Secretary to the Transportation Commission

Date

Chairperson of the Transportation Commission

Date