

2019 Annual Final Review Comprehensive Plan Amendment Recommendation
City Council-initiated Amendment

Comprehensive Plan Transportation Project List

Staff recommends approving this proposed amendment because the application satisfies Land Use Code decision criteria for Final Review of a City Council-initiated Comprehensive Plan Amendment (LUC 20.30I.150) amending the Comprehensive Transportation Project List in Volume 2 of the Comprehensive Plan to include the projects recommended to the City Council by the Transportation Commission in the Eastgate Transportation Study Final Report.

Application Number: 19-120260 AC

Proposal: Comprehensive Transportation Project List amendments

Elements: Volume 2

Final Review is normally the second step in Bellevue's two-part plan amendment review process. Proposed amendments initiated by the City Council go straight to this step, as the Council's decision to initiate validates the proposal as worthy of plan amendment consideration. Final Review evaluates the merits of proposed amendments included in the annual Comprehensive Plan Amendment work program. Final Review evaluation and decision includes staff review, a Planning Commission public hearing and recommendation by resolution, and City Council action by ordinance.

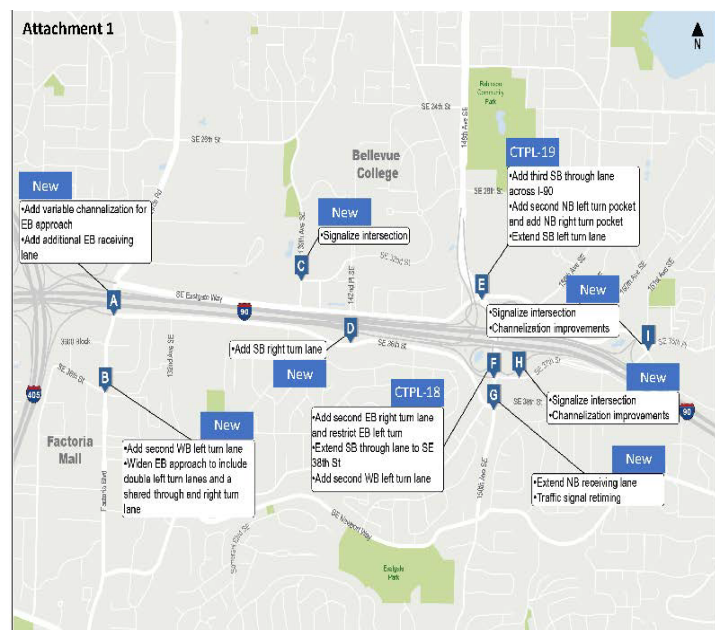
PROPOSAL

This proposed plan amendment would adopt updates to the Comprehensive Transportation Project List in Volume 2 of the Comprehensive Plan with the projects recommended in the Eastgate Transportation Study; adding new projects to the CTPL, revising descriptions for projects currently in the CTPL, and repealing CTPL projects superseded by this more recent analysis. See Attachment 1.

Work Program and Background

On July 15, 2019, the Transportation Commission transmitted its Eastgate Transportation Study Final Report to the City Council following a year-long technical analysis and engagement with the Eastgate/Factoria community.

In accordance with City Council direction on the Study, the Transportation Commission's work focused largely on vehicle congestion in the Eastgate/Factoria areas and on expanding intersection capacity. Facilities—existing or planned—for people walking, riding a bicycle, or taking transit were included in the baseline. Commissioners were concurrently mindful of Complete Streets, Vision Zero, Multimodal Level-of-Service



and other Comprehensive Plan policies that provide direction in the planning and implementation of the city's transportation system.

With a 6-0 vote the City Council then initiated 2019 Comprehensive Plan Amendment The City Council initiation action indicated its intent for Comprehensive Plan implementation.

OVERVIEW OF STAFF RECOMMENDATION

This proposal satisfies the Final Review Decision Criteria for a Comprehensive Plan Amendment:

- √ *The proposed amendment is **consistent with the Comprehensive Plan** because it is a functional policy component of overall Plan implementation, and particularly of the Transportation Element, whose text identifies the CTPL as one of number of "relevant plans that implement the Transportation Element." The Comprehensive Transportation Project List (CTPL), together with the Pedestrian and Bicycle Transportation Plan (Ped-Bike Plan 2009) and the Transit Master Plan (TMP 2014), identify the transportation facilities needed to implement transportation policies in the Comprehensive Plan.*
- √ *The proposed amendment **addresses the interests and changed needs of the entire city** because it is a proposal to meet the challenge of achieving the community's land use vision, accommodating future growth, and preserving what community members value in mobility. It is responsive to the city's plan for coordinating capital investments with growth.*
- √ *The proposed amendment **addresses significantly changed conditions (since the last time the pertinent map or text was amended)** due to changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. The recommended projects are the product of the Eastgate Transportation Study and will implement existing Comprehensive Plan transportation policies that: 1) support developing a multimodal transportation system to accommodate growth and 2) serve the mobility needs of the community. The changes identified in this CTPL amendment address existing (2018) or anticipated (2035) congestion where such congestion meets or exceeds adopted standards . The projects all reduce the magnitude of future congestion relative to the 2035 baseline. These implications are also embodied in adopting amendments because the CTPL—whose purpose has been affirmed--gives the projects "standing" with respect to eligibility for transportation funding and as a condition of private-sector development approval.*
- √ *Implicit in the proposed amendment is an expectation of **general conformance with adjacent land use and the surrounding development** pattern. However, it is not a site-specific amendment in property terms so the decision criterion for development suitability does not apply;*
- √ *The proposed amendment **demonstrates a public benefit and enhances the public health, safety and welfare** because the recommended projects provide a public benefit and enhances the public health, safety and welfare by reducing the rate of growth in vehicle congestion. Each of the street projects includes or does not preclude planned facilities for non-motorized mobility. Continuing to provide for these non-motorized mobility options helps ensure that the transportation system continues to be equitable and accessible.*

FINAL REVIEW DECISION CRITERIA

The Final Review Decision Criteria for a proposed Comprehensive Plan amendment are set forth in the Land Use Code in Section 20.30I.150. A proposal must meet all of the criteria to be recommended for approval. Based on the criteria, Community Development Department staff recommends **approval** of the proposed amendment:

Final Review Decision Criteria	Meets/ <i>Does Not Meet</i>
A – Obvious technical error	N/A
B1 – Consistent with Plan and other plans and law	Meets
B2 – Addresses interests and changed needs of entire city	Meets
B3 – Addresses significantly changed conditions	Meets
B4 – Could be suitably developed	Meets
B5 – Demonstrates a public benefit	Meets

This conclusion is based on the following analysis:

A. There exists obvious technical error in the pertinent Comprehensive Plan provision, or

Not applicable to this proposal.

B1. The proposed amendment is consistent with the Comprehensive Plan and other goals and policies of the city, the Countywide Planning Policies (CPP), the Growth Management Act and other applicable law; and

The proposed amendment is consistent with such plans, goals, and policies of the city and of the CPP, the GMA, and other applicable law.

*The proposed amendment is **consistent with the Comprehensive Plan** because it is a functional policy component of overall Plan implementation, and particularly of the Transportation Element, whose text identifies the CTPL as one of number of “relevant plans that implement the Transportation Element.”*

The Comprehensive Transportation Project List (CTPL), together with the Pedestrian and Bicycle Transportation Plan (Ped-Bike Plan 2009) and the Transit Master Plan (TMP 2014), identify the transportation facilities needed to implement transportation policies in the Bellevue Comprehensive Plan. The CTPL is a collection of the transportation projects previously contained in Volume 2 of the 2004 Comprehensive Plan, as well as projects identified in the Eastgate/I-90 Land Use and Transportation Project (2012) and the Downtown Transportation Plan Update (2013).

It was the intent of Ordinance No. 6251 adopting the CTPL and amending the Comprehensive Plan to include the CTPL. The Comprehensive Transportation Project List was developed by the Transportation Commission and staff as part of the 2015 update to the Comprehensive Plan. The six former Transportation Facility Plans and Bel-Red Subarea Plan cumulatively contained 781 projects, many of which were completed, outdated, redundant, or conflicting with one another or with projects contained in the Eastgate/I-90 Land Use and Transportation Project or the Downtown Transportation Plan Update, which together account for an additional 88 projects not previously incorporated into Volume 2 of the Comprehensive Plan. Consolidating these project lists made it

possible to repeal completed or outdated projects, and eliminate redundancies and conflicts that existed between the project descriptions in different plans.

Growth Management Act

The proposal is consistent with GMA planning goals ensuring that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below Bellevue standards.

Countywide Planning Policies

The proposed amendment is consistent with Countywide Planning Policies for making local investments to maintain and expand infrastructure and services that support local and regional economic development strategies (**EC-15**) and for promoting the mobility of people and goods through a multi-modal transportation system based on regional priorities consistent with Vision 2040 and local comprehensive plans (**T-9**).

B2. The proposed amendment addresses the interests and changed needs of the entire city as identified in its long-range planning and policy documents; and

The proposed amendment addresses the interests and changed needs of the entire city because it is a proposal to meet the challenge of achieving the community's land use vision, accommodating future growth, and preserving what community members value in mobility. It is responsive to the city's plan for coordinating capital investments with growth.

B3. The proposal addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended. See LUC 20.50.046 (below) for the definition of "Significantly Changed Conditions:"

***Significantly changed conditions.** Demonstrating evidence of change such as 1) unanticipated consequences of an adopted policy, or 2) changed conditions on the subject property or its surrounding area, or 3) changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. This definition applies only to Part 20.30I Amendment and Review of the Comprehensive Plan (LUC 20.50.046); and*

The proposed amendment addresses significantly changed conditions since the last time the pertinent CP map or text was amended due to changes related to the pertinent Plan map or text; where such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole.

The recommended projects are the product of the Eastgate Transportation Study and will implement existing Comprehensive Plan transportation policies that: 1) support developing a multimodal transportation system to accommodate growth and 2) serve the mobility needs of the community. The changes identified in this CTPL amendment address existing (2018) or anticipated (2035) congestion where such congestion meets or exceeds adopted standards. The projects all reduce the magnitude of future congestion relative to the 2035 baseline. These implications are also embodied in adopting amendments because the CTPL—whose purpose has been affirmed—gives the projects “standing” with respect to eligibility for transportation funding and as a condition of private-sector development approval. It is this latter circumstance that the Eastgate

Transportation Study set out to address in recognition of a significantly changed condition from the original Eastgate Land Use and Transportation Study work.

Eastgate Transportation Study

On November 28, 2016, Mayor John Stokes proposed to Council that a traffic study be performed in the Eastgate/I-90 Interchange area along 148th—150th Avenues SE to identify improvements that could ease traffic congestion. Council concurred and directed the Transportation Commission to prepare a recommendation for projects that could reduce congestion, and to include a detailed traffic analysis that incorporated planned transportation projects, forecasts, and land use assumptions. The Eastgate Transportation Study Final Report prepared and transmitted by the Transportation Commission responded to this Council direction.

The Transportation Commission examined existing conditions and the 2035 Baseline forecast using accepted metrics, standards and guidelines to describe and quantify congestion at intersections and along arterial corridors within the study area (encompassing most of Eastgate and part of Factoria). The forecast for the 2035 Baseline included Bellevue CIP transportation projects and the capital and service projects planned and funded by the Washington State Department of Transportation (WSDOT), King County Metro, and Sound Transit. Assumptions about 2035 land use were derived from forecasts of potential development under existing zoning. These were provided to the Transportation Commission by Community Development staff.

The Transportation Commission identified project concepts by first looking at intersections and corridors that currently, or in the 2035 Baseline, show signs of congestion—described as delay or volume/capacity (v/c) at intersections, and in travel time/travel speed along corridors.

Traffic modeling analysis revealed the locations and magnitude of congestion and informed the design of project concepts. Most of the recommended projects add vehicle capacity at intersections in the form of turn lanes and thru-travel lanes. One project, for example, would restripe the existing westbound approach to Factoria Boulevard on SE 38th Street to provide a left-turn lane, a left/thru lane and a right-turn lane to better accommodate PM peak traffic from businesses and residences.

- B4. If a site-specific proposed amendment, the subject property is suitable for development in general conformance with adjacent land use and the surrounding development pattern, and with zoning standards under the potential zoning classifications; and**

Not applicable to this proposal.

- B5. The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the city.**

The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare because the recommended projects are intended to reduce the rate of growth in vehicle congestion. Each of the street projects includes or does not preclude planned facilities for non-motorized mobility. Continuing to provide for these non-motorized mobility options helps ensure that the transportation system continues to be equitable and accessible.

With regional and local growth continuing, the Transportation Commission's work on the Eastgate Transportation Study focused on accommodating that growth and minimizing adverse impacts on mobility. Recommended CTPL projects expand vehicle capacity and reduce congestion relative to the 2035 Baseline. Finally, not all congestion reduction is accomplished by expanding

infrastructure. The Transportation Commission's Final Report acknowledged that transportation demand management (TDM) is an effective tool to reduce travel demand, especially in peak commute periods.

Some recommended projects identified in the report may be implemented earlier and less expensively than others. Most intersection and corridor projects can be accomplished within existing city right-of-way. In some instances, redevelopment of adjacent private properties will be necessary to secure the needed right-of-way as a condition of development approval.

PUBLIC NOTICE AND COMMENT

Community Engagement – Transportation Commission

The Comprehensive Transportation Project List project is the beneficiary of robust public engagement during the Transportation Commission's Eastgate Transportation Study Final Report work phase. In addition to three study sessions held on the topic at City Hall, the Transportation Commission held three meetings at the South Bellevue Community Center; on June 14, 2018, and on January 24 and June 27, 2019, to engage with stakeholders simultaneously most affected by existing congestion, and most benefited from future congestion reduction projects. This Parks & Community Services facility was an ideal location for the both the Transportation Commission and stakeholder communities to communicate about mobility challenges and the potential projects to address those challenges.

On July 15, 2019, the City Council with a 6-0 vote initiated 2019 Comprehensive Plan Amendment.

The 2019 annual proposed Comprehensive Transportation Project List amendments were introduced to the Planning Commission with a September 25, 2019, study session highlighting the work associated with the proposed plan amendments from the Transportation Commission's Eastgate Transportation Study Final Report.

Notice of the Application was published in the Weekly Permit Bulletin on October 4, 2019 and mailed and posted as required by LUC 20.35.420. Notice of the October 23, 2019, Final Review Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on October 4, 2019, and included notice sent to parties of interest.

Effective community engagement, outreach, and public comments at Final Review

Applicants, residents, and communities are engaging across a variety of media in proactive public participation during the 2019 annual review process. The city's early and continuous community engagement includes tools and occasions to provide and respond to public information and engagement.

Public comments come in throughout the process. All comments written and oral are included in the public record, for reference and for use by decision-makers. At the various steps, the comments are included in their original form to the Planning Commission as attachments to staff report recommendations. They are posted on the web site.

ATTACHMENTS

1. Eastgate Transportation Study –Map of Recommended Projects
2. Comprehensive Transportation Project List: Amendments for Eastgate Transportation Study Projects