

CITY OF BELLEVUE  
BELLEVUE TRANSPORTATION COMMISSION  
MINUTES

January 14, 2021  
6:30 p.m.

Bellevue City Hall  
Virtual Meeting

COMMISSIONERS PRESENT: Chair Marciante, Commissioners Beason, Stash, Teh, Ting

COMMISSIONERS ABSENT: Commissioners Klutznick, Wu

STAFF PRESENT: Kevin McDonald, Paula Stevens, Andrew Singelakis, Eric Miller, Kristi Oosterveen, Michael Ingram, Toni Call, Evan Phillips, Will Wallo, Department of Transportation

OTHERS PRESENT: Chris Breiland, 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 Marciante who presided.

Chair Marciante noted the meeting was held remotely in order to comply with the Governor's order regarding the Open Public Meetings Act that prohibits in-person meetings.

Upon the call of the roll, all Commissioners were present with the exception of Commissioners Klutznick and Wu, both of whom were excused.

2. APPROVAL OF AGENDA

The agenda was approved without objection.

3. ORAL AND WRITTEN COMMUNICATIONS – None

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

Councilmember Robertson wished the Commissioners a happy new year. She noted that the state legislature is in session and Bellevue's adopted legislative agenda includes many transportation project funding asks. There may well be a transportation package approved this year and the city is working closely with legislators, stakeholders and partners to lobby for needed projects, including more investments in I-405 to help the bus rapid transit project that is scheduled to open in 2025; more Downtown access to I-405; and more funding for local streets. Given that there may also be a federal transportation package approved, the city is working closely with the delegation in Washington, D.C. The city has also been working with the Bellevue Chamber of Commerce which also has a great transportation information package that overlaps with the city's.

Continuing, Councilmember Robertson said earlier in the day at the Transportation Policy Board meeting, it was learned that more regional funding may be available. Part of it will go toward funding the fix on the West Seattle bridge, but part of it will be put into a regional competition for non-motorized projects, and Bellevue will likely compete for some of that funding.

## 5. STAFF REPORTS

Principal Transportation Planner Kevin McDonald made the Commission aware of a CIP project included in the budget recently adopted by the City Council. Called the “Growth Corridor High Comfort Bike Network Project,” the idea behind it is to look at ways to provide bicycle facilities for riders of all ages and abilities, both within and between the growth corridors identified as Downtown, BelRed and Wilburton. The funded project is just getting underway and the Commission will in the coming months be kept informed.

Chair Marciante asked if there will be actual defined points of interest and routes identified. Mr. McDonald said the idea is to develop a preferred routes and design for bicycle facilities. The process will look at a wide variety of routes north-south and east-west within and between the corridors and will determine the best fit for the type of bicycle facilities that will fit on the existing arterials. The list of key destinations will likely include light rail stations.

Chair Marciante asked how the project relates to the Pedestrian and Bicycle Transportation Plan. Mr. McDonald said the 2009 Pedestrian and Bicycle Transportation Plan defines a network of bicycle facilities within and between the growth corridors, but the tools that were available when the plan was adopted at not the same as those available now, nor were the objectives the same when the plan was adopted. The idea is to refresh the map with routes and facility types that makes the most sense now.

Commissioner Ting said he assumed the money allocated to the project will be in addition to the funding for other transportation projects. He also asked if the Pedestrian and Bicycle Transportation Plan will subsume the growth corridor plan or if the two will operate independently. Mr. McDonald said there is funding in the CIP for both the analysis and the implementation of projects. He said he would provide the Commissioners with an outline of the project descriptions and the funding resources available for them over the next few years. He said it was his understanding that the Pedestrian and Bicycle Transportation Plan serves as the foundation on which the Growth Corridor High Comfort Bike Network Project will build. The work will refresh facility types and lines on the map in the Pedestrian and Bicycle Transportation Plan to better reflect the accessibility the Council is seeking.

Department of Transportation Director Andrew Singelakis added that funding for the project is \$1.5 million for the first three years of the CIP. The funds will come from the Capital Investment Program, not come from the operating budget.

## 6. PUBLIC HEARING – None

## 7. STUDY SESSION

### A. Transportation Facilities Plan, 2022-2033 Update

Finance department director Toni Call introduced Evan Phillips, acting budget division

manager, and Will Wallo, senior budget analyst. She said the Council adopted the seven-year CIP on December 14, 2020. The city has many priorities and there are always more needs than there is funding. The city utilizes a formula to help navigate the CIP. First, a seven-year revenue forecast is established. With that in hand, a set of guidelines is adopted that help sort the expenditures attached to the revenue forecast. The guidelines are not an exact science and decisions flow from much conversation.

First call on the revenue forecast is the city's debt service. Via Council policies, contracts are paid first and foremost, and since debt service is a contract it is a first call item for any revenue coming in the door. The second call, also based on Council policies, is to maintain existing facilities before building anything new. The third thing addressed is the existing Council-adopted CIP; each project is reviewed to determine if there have been any changes to their scope or costs. After those steps are taken, the money left over is available for new projects. The challenge in balancing the CIP is keeping in mind the citywide priorities to ensure sufficient infrastructure to support the growth coming to the city.

Mr. Phillips explained that budget principles help guide the analysis and all decision making. The principles include delivering high-quality and responsive services that are innovative, efficient, and that address the city's priorities. The current budget planning cycle has been different from previous experience. With the public health restrictions due to COVID-19, there was an immediate drop in revenue in 2020. While it is expected that revenue will bounce back as the economy reopens during 2021, the initial recovery is expected to bring the city back only to 2019 levels, leaving the city with a multiyear problem. As a result, the city built one-time bridge structures into the budget to help address growth while still funding maintenance and operations. The long-term strategies continue to include building infrastructure to support growth and ensuring that the city's existing infrastructure is well-maintained.

Mr. Phillips said in addition to funding existing commitments for debt service and maintenance of existing assets, the new CIP recognizes that the city will grow substantially over the next seven-year period. It includes growth management investments in the areas of affordable housing, economic development and mobility. It funds public safety resources as well, specifically the need for a new fire station serving the Downtown community. The adopted CIP continues projects for the three voter-backed levies for parks, transportation and fire, and ensures that the IT infrastructure in city facilities is up to date, well-maintained and resilient.

Mr. Wallo said the adopted CIP is approximately \$662 million over the seven years. He noted that debt service takes up about a quarter of the total, while transportation makes up roughly one third. After the debt service obligations are paid, the next 40 percent of the funds are split between ongoing maintenance programs, levy projects, and discrete projects and ongoing and new programs. The seven-year total budget for transportation alone is \$234 million. About \$92 million is available for the first two years of the plan. Some 28 percent is earmarked for ongoing maintenance programs; 25 percent goes to levy projects; and 40 percent is for discrete projects and ongoing new building programs, which includes things like the BelRed infrastructure development projects, and the ped/bike access improvements and the Neighborhood Sidewalk Program. New projects, at seven percent of the total, makes up the smallest slice of the pie and addresses seven projects, including the Vision Zero rapid build data and safety program, the growth corridor bicycle network program, the Mobility Implementation Plan, and the transportation grant match program.

Mr. Wallo said the CIP is balanced across the city's needs and therefore there are no standard amounts from unrestricted streams. Rather, the city works to identify the highest priority needs.

The general revenue dollars are from several sources, the majority of which is unrestricted and can be used by any department for any type of project within the CIP. The exception is the B&O tax revenue which by city ordinance allocates a specific amount to the CIP as a whole and the balance to transportation use. The real estate excise tax (REET) revenue is split evenly between transportation and parks as directed by city ordinance. The impact fee revenue goes entirely to transportation capacity projects. The intergovernmental revenue, such as state and federal grants, is tied to specific projects. The transportation levy dollars finance the congestion management and safety and connectivity programs. There are other levies in place that fund fire and parks projects. The general other category includes things like the TIFIA loan, motor vehicle fuel tax, annexation sales tax, and transfers from other city funds to fund CIP projects.

Implementation Planning Manager Eric Miller reminded the Commissioners that the Transportation Facilities Plan (TFP) is a 12-year plan and said by the time the plan is adopted toward the end of the year the first year of the CIP will have been spent. Along with the support of the Finance department folks and Transportation department fiscal staff, the revenue is evaluated, and an additional six years forecast is generated to the TFP end year of 2033. The new projects slice of the budget pie is relatively small. While some of the levy funds will be programmed towards TFP projects along with some of the discrete projects and ongoing build new programs, there will not be a lot of new dollars to program into new TFP projects.

Turning to the score ranking of the roadway/intersection projects, Mr. Ingram reminded the Commissioners that the five criteria and their associated weights were reviewed in November. He said the safety score for two projects, TFP-252, Eastgate/150th Avenue SE and TFP-272, the WSDOT roundabouts on Coal Creek Parkway at I-405, was updated after additional conversation with the staff subject matter expert who did the scoring work to give him a clearer understanding of the scope of the projects. He stressed that the numerical scoring exercise only pushes things forward so far. In regard to vehicular LOS, most of the projects are intersection projects for which the intersection performance can be evaluated by looking at the volume/capacity ratio of the intersection. There is a calculated volume/capacity value for each intersection, and usually the limiting factor is the number of left-turns. The actual level of demand on each intersection is compared against the theoretical capacity of each intersection, and if the resulting ratio is less than 1.0, the intersection is performing within its capacity. If the demand exceeds the capacity, however, there are resulting level-of-service problems.

In the case of arterial corridor projects, the evaluation process looks at improvements to travel times. The project to extend Spring Boulevard from 124th Avenue NE to 130th Avenue NE involves a segment that does not currently exist. Calculating the benefit of the project involves looking at parallel roadways, which would be Bel-Red Road, and analyzing what the difference would be in terms of the travel time of vehicles on Bel-Red Road with the extension and without it. Where a roadway already exists and a segment is to be enhanced, the analysis is much easier to do; an example would be the 120th Avenue NE project from NE 16th Street to Northup Way. There is no methodology in place, however, for evaluating roundabouts, which makes it necessary to rely on WSDOT's evaluations.

Projects that scored well in the exercise included the proposed extension of NE 6th Street from I-405 to 120th Avenue NE. The project scored well by adding an access point to the freeway, relieving pressure on NE 4th Street and NE 8th Street. It also provides another means for pedestrians and bicyclists to cross the freeway with a more comfortable connection than either NE 4th Street or NE 8th Street. Because it provides access across the freeway for HOV and transit, it has a transit benefit as well. Another project that scored well was the 148th Avenue NE master plan, which involves expansions to several intersections along the north end of

148th Avenue NE in the Overlake area south of SR-520. The project is intended to address existing congestion and the additional demand expected with new development, primarily on the Redmond side.

Mr. Ingram said in the middle of the pack there are a couple of projects that are worth discussing, including TFP-257, West Lake Sammamish Parkway. The project does not seek to expand the capacity of the roadway, it primarily rebuilds what has become a deteriorated roadway and adds ped/bike improvements. Because of that, the project did not score as well on the vehicular LOS side of things, though it did gain points for the ped/bike benefits. The project scope is the result of a fairly extensive process the city conducted with the community in the early 2000s to address the needs and opportunities along the Parkway. TFP-257 is another increment of the overall project.

Another project that wound up in the middle section is TFP-252, the Bellevue College Connection. The project would enhance the roadway corridor through the campus to carry bus traffic. King County Metro, the city and Bellevue College are all interested in creating a more efficient connection for transit serving the college community. The project was scored as a roadway project, but most of the benefits are on the transit side and in ped/bike improvements. Few points were gained relative to vehicular LOS.

Mr. Ingram said a couple of projects that scored low were worth discussing. TFP-225, the Bellevue Way/NE 2nd Street intersection, involves adding a northbound right-turn lane and configuring the southbound to eastbound left-turn lane as a dual left. Part of the project has already been done that added most of the right-turn lane, thus that portion could not be scored as a benefit. The southbound dual left-turn is focused on the potential future NE 2nd Street access point to I-405, which is looking less likely as a primary access point. Accordingly, the project scored quite low.

With regard to TFP-272, the 116th Avenue NE/NE 12th Street intersection, which is between the hospital district and the Spring District, Mr. Ingram said quite a high level of need is anticipated in the area in the future. At the present, however, there are no clearly defined improvements for the intersection. The project description calls for evaluating the intersection and identifying improvements; because of this lack of definition, the level of “benefit” cannot be determined and accordingly the project scored very low.

The scoring process is the starting point for overall project prioritization. The next phase of work will be to integrate the other project types, the ped/bike projects, into the project list, and take other qualitative factors into consideration.

Commissioner Ting asked if the projects marked in yellow are to be understood to be projects that are unsignalized and thus the LOS is not impacted. Mr. Ingram said the methodology relies on there being a signalized intersection. There are locations where there are proposals to install signals, like at Lakemont Boulevard and Forest Drive, because the warrants are met. However, because there is currently no signal there, the standard need and benefit scoring methodology does not work. Commissioner Ting asked if such projects should be scored with a zero or if the signalized category should be removed from the scoring exercise for such intersections. Mr. Ingram said zero is not the right number, but what would be the right number is difficult to determine. The scoring exercise serves only as a starting point. During the prioritization process, there is opportunity to take additional factors beyond the numerical scores into account.

Commissioner Ting asked how TFP-250 (148<sup>th</sup> Ave NE Master Plan) scored 100 for safety. Mr. Ingram said there are several elements to the safety category, one of which is collisions. The intersection in question has complete ped/bike facilities, but it could have scored high because of the collisions data.

Commissioner Stash asked if anything besides collisions drove the higher score for the two safety projects that scored high. Mr. Ingram said in the case of NE 6th Street, the project scored well because the project offers an alternative to the NE 4th Street and NE 8th Street corridors. There are quite a few collisions that occur along NE 8th Street because of the overall volume. The project scored well in part because it provides an alternative to a high collision route.

Commissioner Ting asked why some projects have negative scores. Mr. Ingram explained that there is only one way to get a negative score. If an intersection is widened there are negative implications for the pedestrian experience resulting from increasing the crossing distance and thereby exposing vulnerable pedestrians to potential vehicle collisions for a longer period of time.

Commissioner Teh asked if the raw scores are weighted for safety or level of service versus the other factors. Mr. Ingram said the attachment shows both the raw scores and the weighted scores. Because safety is weighted at 30 percent, the raw score is multiplied by 0.3. Vehicular level of service, transit mobility and access, and non-motorized system are weighted at 20 percent; plan consistency and outside funding are weighted at 10 percent.

Mr. Ingram said the next step will take the prioritized project list and integrate the other project types, including pedestrian and bicycle projects, and then take the other factors into consideration, including public input, Council priorities, project investments made to date, project readiness, equity, partnering opportunities and cost. The engaging Bellevue open house and interactive map will be launched on January 25. Staff will work to develop and update cost estimates for the projects; will develop and review the early financial forecasts; and will conduct the project prioritization process before returning to the Commission on March 11 for additional review and direction.

Commissioner Stash asked if the work proposed for West Lake Sammamish Parkway includes the entire length of the roadway from I-90 to Redmond. Mr. Ingram said in time the entire roadway will be addressed. The strategy has been to chip away at it segment by segment. The thinking was that the work would begin at the south end and work north, but as it happened the Utilities department needed to do some work near Northup Way so the second segment work was disconnected from the first segment work. The current focus is on filling the gap between those two improved segments.

#### B. Mobility Implementation Plan – Multimodal Concurrency Introduction

Mr. McDonald reminded the Commissioners that one of the key components of the Mobility Implementation Plan is a fresh look at how concurrency is measured in the city. The work staff and Fehr & Peers has done will serve as the foundation for a recommendation for multimodal concurrency. At a future meeting, the Commission will be asked to make a recommendation to the Council on amendments to the Comprehensive Plan and the Traffic Standards Code to implement a multimodal approach to concurrency.

Mr. McDonald noted that during the summer and fall of 2020 a series of virtual workshops

were conducted in conjunction with the consultant team. Over the course of some ten workshops, staff developed a recommendation for concurrency. The report on the staff recommendation is substantively complete but there are still some graphic enhancements to be made to it. Once completed, it will be forwarded to the Commission. The work was done by engaging the consultant team with staff from the Transportation Department, the Department of Community Development and the City Attorney's Office, the latter of which manages updates to the Traffic Standards Code.

The multimodal concurrency framework is built on the foundations of the Growth Management Act, best practices of regional and national jurisdictions, Bellevue policy and multimodal LOS. The bedrock of the concurrency standard is making sure the supply of mobility exceeds the demand for that mobility. The mobility units of supply are provided by the capacity projects of all modes that are planned in the TFP and created in the CIP. The demand is determined by the forecast in the TFP and the demand generated by land use permit applications.

The Growth Management Act requires jurisdictions to establish concurrency metrics to make sure supply and demand are in balance. In 2007-2008, staff worked with the Puget Sound Regional Council to nudge the Growth Management Act toward a multimodal approach, particularly for urban jurisdictions that have plenty of mode options, such as Bellevue. The Growth Management Act now indicates that the transportation elements of comprehensive plans must have a multimodal focus, and that concurrency can include transportation capacity improvements for all modes.

Mr. McDonald said 30 years ago when the city first established its focus on level of service and concurrency, the equation was based on the number of vehicles that could be accommodated by the capacity of specified intersections. That approach has stood with only minor changes and it has served the city well in supporting growth. In 2013 the Commission engaged in a series of study sessions on how to evolve the concurrency approach toward a multimodal approach that recognizes that people get around by using the transit system, riding bicycles and walking in addition to cars. At that time the Commission worked to develop policy recommendations for the Comprehensive Plan which were ultimately adopted in 2015, including policy TR-30 and policy TR-33. Building on that work, the Commission in 2017 prepared multimodal LOS metrics, standards and guidelines now used for evaluating the transportation system. The work was critical because it established a relationship between the type and context of land uses and the type and design of transportation systems to support those land uses. The approach clarifies that not all sidewalks are equal and not all bicycle facilities accomplish the same purpose. The scope of work and the budget for the Mobility Implementation Plan work was approved by the Council earlier in the month. One key scope of the work will be multimodal concurrency.

Multimodal concurrency is a link between the vision for the land use expressed in the Comprehensive Plan and the vision for a complete transportation system expressed in the Comprehensive Plan. The expression of a complete transportation system is based on the multimodal LOS work which describes the intended systems for each mode given the land use contexts. For instance, in talking about bicycle corridors, there is the notion of level of traffic stress. The Commission's work on multimodal LOS recognized that not all bike riders have the same level of skill and confidence and that not all bicycle facilities can accommodate different types of riders, thus the Commission worked to describe the types of bicycle facilities that would be appropriate along different corridors. Similarly, the Commission described sidewalk widths and the frequency of crossings on arterials.

Chris Breiland with Fehr & Peers said state law is clear in saying that jurisdictions must provide an adequate amount of transportation infrastructure to support new growth. How to define that is left to the individual jurisdictions. Over the years most jurisdictions, including Bellevue, have utilized fairly complicated calculations involving vehicle delay at intersections and volume to capacity ratios. That is not, however, the only way to measure concurrency for transportation. Accordingly, staff and the consultant team took a step back and looked at concurrency in terms of building the right kinds of facilities in pace with the development that is forecast. The supply of mobility comes from the city's long-range plans; it is not an outflow of volume to capacity ratios, rather it comes from the transportation planning documents such as subarea plans and corridor and citywide modal plans. All of those projects constitute the inventory of projects the city would like to build. Concurrency steps in to help determine which of those projects should be built to address growth.

Mr. Breiland said well-planned cities always have an abundance of things that will make them better, but those elements are often constrained by what can actually be accomplished. Concurrency is similar in that there is not an unlimited supply of mobility; the supply is identified and prioritized to support growth. The TFP does a great job of doing just that. The plan is built around the current definition of concurrency as measured through the single mode lens of vehicle volume to capacity, but the TFP can be advanced to work in a multimodal sense by drawing from the Comprehensive Transportation Project List the projects that can be prioritized and funded within a 12-year period, paired with the amount of growth projected over the same time period. The multimodal LOS metrics and standards guidelines can be used to make sure there will be an adequate number of projects to manage levels of traffic congestion, adequate pedestrian accessibility in growing areas, and an adequate bicycle network connecting growing areas to built-out areas. The Commission's prior multimodal LOS work will serve as the framework for how to select the types of projects to be put into the TFP.

Supply will actually be counted as meeting the needs for growth when it is funded for construction, something that is clearly defined in the Growth Management Act. That happens at the level of the CIP. When fully funded, the projects can be counted towards the supply of mobility available to accommodate the demand from growth. While the CIP will be the primary method for generating supply, it should be remembered that private development can also build supply in the form of required frontage improvements and through exceptional transportation demand management measures such as shuttle programs.

Supply added to the system means more growth can be accommodated. The demand for the mobility units that are supplied will also be tied to the 12-year forecast in the TFP. The land use forecast is obtained from the Puget Sound Regional Council and the city's Department of Community Development and it can be correlated to where additional supply is needed across the city. While forecasts are only estimates, actual demand is generated by development projects at the permitting stage.

When the CIP allocates funding to projects, supply is made available, and when development seeks a permit, it consumes the available supply. The tracking of the supply and demand will show whether or not the concurrency requirement is being met. Where concurrency is now measured against vehicle trips, the proposed approach expresses travel demand in terms of person trips. A person trip would be defined as a person leaving a development or a building by any mode on the transportation system. The mobility units of demand are determined through a transportation impact analysis at the time of the land use permitting process. Just as supply can be provided by development projects, demand can be reduced by development



projects through exceptional transportation demand management measures that go above and beyond what the city would otherwise require.

Mr. Breiland said the multimodal concurrency equation becomes supply (A) minus demand (B). The mobility unit is the metric that equates the supply and the demand. Concurrency will be deemed to be met so long as A is greater than B.

The Commissioners were provided with a matrix comparing the existing concurrency approach with the proposed multimodal concurrency approach. Mr. Breiland pointed out that there remain a lot of similarities. The TFP is foundational to both approaches, and both approaches are based on the same land use projections and revenue forecasts. The lens is shifted from pure roadway/intersection projects to a broader set of multimodal projects. As currently, implementation occurs when projects get fully funded through the CIP. The timeframe remains the same and the financial commitment to transportation is the same, but what is considered for concurrency expands from just vehicle projects to multimodal projects, and the demand is shifted from moving cars through intersections to accommodating people in all modes across the city through transportation investments.

It is important to understand that the multimodal LOS metrics standards and guidelines have described the satisfactory operations for pedestrians, bicycles, transit and cars. Performance metrics and monitoring will be important to convey to the Commission, the Council and the public to indicate how well the system is tracking and to forecast where things will stand at the end of the 12-year TFP period. Accordingly, the TFP forecast relative to performance metrics will shift beyond just the V/C ratios to a multimodal dashboard of metrics drawn from multimodal LOS that can be tracked year by year. The city of Redmond, which has a similar system in place, takes that approach.

Staff recommends that the multimodal LOS performance metrics should become foundational through the Mobility Implementation Plan update. They will help define what types of projects ultimately should go onto the Comprehensive Transportation Project List for long-term planning, which projects need to be prioritized within the TFP, and which projects should ultimately be implemented through the CIP.

Mr. McDonald said several study sessions during the first half of 2021 will be used to share more information, respond to questions, and evolve the work from the staff recommendation into a Commission recommendation to be shared with the Council. He reiterated that amendments will be needed to the Comprehensive Plan and to the Traffic Standards Code to implement a multimodal approach to concurrency. The intent is to have both policy and regulatory amendments completed by the end of the year. Comprehensive Plan amendments are routed through the Planning Commission, which has stewardship of that document. The Transportation Commission will develop the policy recommendations, and the Planning Commission will process them, hold the public hearing, and prepare a consolidated recommendation on all amendments to the Comprehensive Plan for 2021 and forward it to the City Council. The process for amending the Traffic Standards Code involved the Transportation Commission preparing a recommendation for amendments then transmitting that recommendation to the Council for approval.

Commissioner Ting asked what the geographic area is in which supply of the mobility units must meet the demand. Mr. Breiland said that is one of the details to be worked out in the Mobility Implementation Plan. In accordance with eh GMA, the concurrency evaluation must be across the entire city, however the city may monitor performance in smaller zones. He said

his recommendation as a consultant was to implement a citywide structure from an ease of management point of view, but much will depend on how the supply is defined relative to demand.

Commissioner Stash asked if any work is being done with businesses to do things such as providing bike racks. Mr. McDonald said for the past 15 years he has managed a bike rack program for the city. Through the program, the city works with businesses primarily in the Downtown, though it has been expanded to BelRed. The focus is on the demand for bike parking created by land use. The program works with the private sector to install bike racks on sidewalks for the short-term use of people patronizing a business or visiting a resident. Longer-term bike parking is the responsibility of the developer, most of whom put bike racks in their parking garages. Some go further by providing enhances types of bicycle facilities, including lockers, showers, tools and equipment for their residents or employees. In both BelRed and the Downtown bike parking is required by the Land Use Code.

Commissioner Ting noted his support for taking into account all modes of travel. He asked what would happen if the mobility units of demand does not match the modes on the supply side, both in the short term and the long term. Mr. Breiland said that gets to the importance of monitoring the performance of the system, both in the short term and the long term. For example, observations may show there are fewer people currently riding transit than the number forecast to ride transit in the future. If that is the case, those folks will be traveling by some other mode. The performance metrics will start to indicate that transit ridership is not meeting the projections. They may show that vehicle levels of service is not in line with the forecast. The metrics would trigger the need to review whether or not the city is doing enough relative to the transportation demand management program, and the types of projects that need to be moved from the Comprehensive Transportation Project List into the TFP and from the TFP into the CIP to make the outcomes match the desired performance. In many respects the approach yields a broader view of the transportation health of the city and shines light on what the city should invest in and on how the demand coming from development is being handled.

Commissioner Ting asked how a mismatch in demand versus the supply will impact the city's ability to, for example, issue permits. Mr. Breiland said a mismatch would not prevent the city from moving forward with issuing development permits. Where the supply and demand are fundamentally measured on person trips, where a temporary mismatch between supply and demand occurs, the city will need to step up and determine how to address it through investment decisions that add supply.

Mr. McDonald added that the TFP is a modeling analysis and forecast. All available data goes into the model and the model indicates what the travel demand will be for the long-term period along with the approximate mode split. More precisely, the traffic impact analysis for each project will generate a quantity of person trips which can be assigned to different modes and dispersed on the system. Performance monitoring allows for making adjustments to investments to respond in a better way to what is happening on the ground.

Chair Marciante asked what goes into calculating the supply or capacity side with the multimodal LOS approach. Mr. Breiland said there are two ways to look at it. From the concurrency evaluation standpoint, the supply is defined by what the city can afford to build. That is different from the current approach where the city be compelled to build something that may or may not be affordable just to meet the vehicle LOS standard. The supply calculations fundamentally begin with the TFP financial forecast. From there it goes through the modeling process which forecasts the mode split. The evaluation of how the capacity is being utilized

flows out from the TFP modeling in terms of whether or not enough capacity in each mode is being provided by the 12-year forecast. Funding can then be rebalanced to make sure there will be better performance for the modal outcomes. In general the city does a good job of calibrating the travel model to the observed conditions. The model re-tunes the model fairly frequently to make sure that what is actually occurring is reflected in the modeling.

Commissioner Ting noted from the materials supplied to the Commission that there is a spreadsheet that details how mobility unit supply is calculated for the city of Olympia. He said he would like more information relative to how to calculate a mobility unit based on something like building a sidewalk or a large bike lane. Mr. Breiland said in the approaches used in Olympia, Redmond and Kirkland are the same and they are based on the proportion of cost or the share of total investment. For instance, if a bike facility costs five percent of the total planned investment for the system, that facility is deemed to generate five percent of the total supply of mobility units. If 100 percent of the TFP supply were to be built, it would accommodate 100 percent of the demand of the system at that period. Accordingly, every single project equates to a percentage of the whole. Commissioner Ting said the assumption, then, is that the projects in the TFP will meet 100 percent of the demand. Mr. Breiland said the full demand would be met if all the projects in the TFP were built. If, for instance, the TFP included just a single sidewalk project. In that case the modeling would show that the demand, say 50,000 person trips, would indicate the generation of a lot of auto trips, transit trips and bicycle trips, and the performance metrics would show the levels of service for each mode. A determination would then have to be made as to whether that outcome is acceptable, which would lead back to the question of good planning to meet the performance expectations.

Chair Marciante said it was her understanding that there will be a forecast showing the number of person trips that will be generated by the current level of development and the planned growth, and that will constitute the demand. Accordingly, development of the TFP must include the projects needed to fully accommodate the growth forecast. The question is at what performance level will the demand be met, which could assume a certain level of congestion. The performance measures have two pieces, namely the capacity and the target or goal. She asked if the performance measures, their definitions and their monitoring, will all become part of the Mobility Implementation Plan. Mr. McDonald said the short answer is yes, adding that that will be the only way to know whether or not the mobility expectations are being met. The dashboard monitoring will help to inform everything from long-range planning to what transportation facilities are needed in Wilburton and funded CIP projects. The monitoring work will yield information about where specific investments are needed.

Commissioner Teh commented that the pandemic has fundamentally changed the way Bellevue residents work, and that may continue beyond the pandemic. He asked how that plays into the model and the planning work. Mr. McDonald said it likely will not affect longer-range planning all that much given that longer-range planning looks at system completeness. How that will be embedded in shorter-term decisions is yet to be determined.

Commissioner Teh said currently things have quasi returned back to normal, with much more activity going on. He asked if the city is once again experiencing traffic jams. Assistant Transportation Director Paula Stevens said a lot of traffic is being seen on I-405, and Bellevue is seeing traffic volume increases over the early pandemic period, particularly in East Bellevue and along 148th Avenue. The rebound, however, has yet to reach pre-pandemic levels. With regard to how the move toward working from home will impact the projections, she pointed out that the model is calibrated based on actual vehicle volumes in the community. Organically through the regular updating of the model, the reality of conditions on the ground is reflected.

Commissioner Teh said it is possible that traffic levels will not for the next 12 years or so return to their high points. At the same time, revenues for transportation projects are lower. He stressed the need to right-size the system to reflect the new realities. Ms. Stevens said the point was well taken and said a great deal of thought is currently being put into that very topic. The Transportation department is reaching out to employers to see what work-from-home impacts they are seeing. Additionally, Transportation staff are working with employers to make it easier for their employees to continue working remotely to avoid a full rebound of vehicle traffic volume.

Commissioner Ting voiced support for moving toward a multimodal level of service approach. He said he also was happy to see metrics being developed to determine acceptable system performance levels. That work needs to be completed up front in order to assure that TFP projects will actually match what is needed. Specific outcomes will also need to be identified in terms of quality of life. He added that it would be helpful to highlight the lessons learned by other jurisdictions that have embarked on a similar approach.

8. APPROVAL OF MINUTES

A. December 10, 2020

Absent objections, the minutes were deemed to be approved.

9. UNFINISHED BUSINESS – None

10. NEW BUSINESS – None

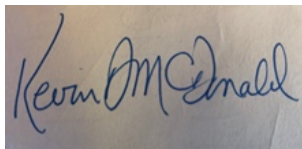
11. ORAL AND WRITTEN COMMUNICATIONS – None

12. REVIEW OF COMMISSION CALENDAR

Mr. McDonald took a minute to review the Commission's calendar of upcoming meeting dates and agenda items.

13. ADJOURNMENT

Chair Marciante adjourned the meeting at 8:49 p.m.



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Secretary to the Transportation Commission

2-11-21

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Date