

City of Bellevue/South Downtown I-405 Access Study

# Community Engagement Report May 2020 – February 2021

# **Executive summary**

The City of Bellevue is growing and the city wants to ease congestion and help people get where they need to go, whether they are walking, rolling, biking, riding transit or driving. The city partnered with Washington State Department of Transportation to study transportation improvements, including a new interchange to access I-405 in south downtown Bellevue. The study aimed to:

- Ease vehicle congestion and improve safety by adding an interchange in south downtown Bellevue as identified in the I-405 Master Plan.
- Improve access to and from places along I-405 and on local streets for people walking, rolling, biking and riding transit.
- Support Bellevue's urban design, land use, economic development and transportation policies.

The technical analysis along with stakeholder and community input helped the city identify an alternative that best meets the city's needs, goals of the study and evaluation criteria. The study will inform next steps to build the project: WSDOT's environmental review and freeway access revision request processes.

#### **Community engagement**

The study team hosted four virtual stakeholder forums, two online open houses and several briefings with stakeholders, community members and interest groups to share information and gather feedback. This report documents engagement strategies and what we heard.

#### What we heard

The study team received valuable feedback from stakeholders and community members. The key themes we heard were:

- Support for a new interchange to I-405 in south downtown Bellevue.
- Interest in maintaining access to 114th Avenue Northeast.
- Support for reducing congestion in the area.
- Concern for impacts to East Main Transit-Oriented Development plans and policies.
- Concern about impacts to property development.

#### **Next steps**

The Bellevue City Council selected the Lake Hills Connector southbound on-ramp alternative as the recommended alternative. This decision will help inform WSDOT's future environmental review and



freeway access revision request processes. It will also help the city communicate with developers about future transportation options in the south downtown area.

# **Acknowledgements**

The City of Bellevue would like to thank the many people who shared their time and expertise on this study.

# City of Bellevue core study team

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## **Team members from WSDOT**

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# Table of Contents

Executive summary	1
Acknowledgements	2
Background	4
Purpose	4
Timeline	5
Community engagement	5
Community engagement goals	6
Overview of the engagement process	6
Engaging the community	6
Stakeholder forums	7
Online open houses	8
Online open house #1	8
Online open house #2	8
Briefings	9
What we heard	9
Study key themes	9
Stakeholder feedback key themes	10
Online open house feedback key themes	10
Council Direction	10
Next steps	11
Appendix A: Example notifications	12
Appendix B: Stakeholder forum summaries	13
Appendix C: Online open house summaries	14
Appendix D: Community correspondence sent to the study team	15
Appendix E: Stakeholder and community emails and letters sent to the Bellevue City Council	22



# **Background**

The City of Bellevue continues to grow, with the new East Main Light Rail Station opening in 2023, plans to further develop south downtown Bellevue and the I-405 Bellevue to Renton Express Toll Lane expansion opening in 2024. The City of Bellevue wants to ease traffic congestion and help people get where they need to go, whether they are walking, rolling, biking, riding transit or driving.

The City of Bellevue and Washington State Department of Transportation have worked to improve mobility and address congestion on I-405 since the late 1990s. WSDOT's I-405 Master Plan and the Bellevue Comprehensive Plan envision an I-405 interchange in south downtown Bellevue to improve access to and from south downtown Bellevue.



## **Purpose**

The city partnered with WSDOT to study transportation improvements, including a new interchange to access I-405 in south downtown Bellevue. The study aimed to:

- Ease vehicle congestion and improve safety by adding an interchange in south downtown Bellevue.
- Improve access to and from places along I-405 and on local streets for people walking, rolling, biking and riding transit.
- Support Bellevue's urban design, land use, economic development and transportation policies.

The guiding principles of the study include:

- Align with and support the adopted plans and policies
- Reduce congestion and improve system performance
- Encourage safe multimodal connections
- Support economic development and minimize property impacts
- Manage Cost and minimize environmental Impacts
- Engage stakeholders and public



The study helped the city identify an alternative that best meets the city's needs, goals of the study and evaluation criteria. The study will inform WSDOT's future environmental review and freeway access revision request processes in connection with WSDOT's I-405 proposal, which the state will initiate when funding is available. It will also help property owners and developers plan for future development in the area and potentially expand connections for people walking and biking.

#### **Timeline**

The study team began work in June 2020 and developed and screened alternatives between July and September 2020.



South Downtown Bellevue I-405 Access Study Schedule

# **Community engagement**

The study team engaged with community members and stakeholders through a variety of methods. Their input helped to inform the study team's recommendation to the Bellevue City Council. The study team met with property and business owners in the project area, neighborhood associations, community-based organizations and interest groups.





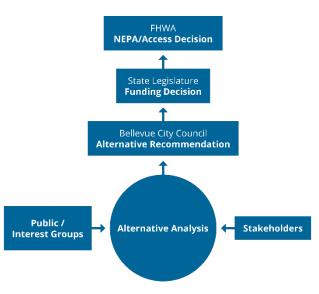
# **Community engagement goals**

The study team's goals for community engagement were:

- Ensure the community and key stakeholders understand the city's guiding principles and purpose and need for the study.
- Provide clear information about how the city is developing and evaluating alternatives.
- Gather input on the proposed alternatives and report back to the community and stakeholders on how that input helped inform the evaluation of alternatives.
- Share stakeholder and community interests and concerns with Bellevue City Council to help identify preferred alternative(s).

## **Overview of the engagement process**

Feedback from stakeholders and community members, along with technical analysis, informed the study team's recommendation to Bellevue City Council. The study and stakeholder and community input helped the city identify an alternative that best met the city's needs, goals of the study and evaluation criteria. The study will inform next steps to build the project: WSDOT's environmental review and freeway access revision request processes.



#### **Engaging the community**

The study team used a variety of methods to share information about the study and encourage participation. See <u>Appendix A</u> for example notifications.





# **Stakeholder forums**

The study team invited project area property owners, developers, and neighborhood associations to four virtual stakeholder forums. The study team held stakeholder forums at key milestones in the study process to share information and seek their input. See Appendix B for forum summaries.





Forum Date	Milestone	Purpose
June 25, 2020	Project kick-off	<ul> <li>Introduce study and project purpose and need</li> <li>Share overview of study process, timeline and community engagement plan.</li> </ul>
July 23, 2020	Fatal flaw screening	<ul> <li>Share 12 initial study alternatives and initial fatal flaw screening results</li> <li>Share the seven alternatives that passed the fatal flaw screening</li> <li>Seek stakeholder input to narrow down the number of alternatives for futher evaluation</li> </ul>
Aug. 27, 2020	Initial findings from the evaluation of the seven study alternatives	<ul> <li>Report back what the study team heard from stakeholders and preliminary feedback from the first online open house</li> <li>Share initial evaluation findings from the seven alternatives</li> <li>Share the five alternatives the study team recommends for further evaluation based on the initial evaluation and stakeholder and community feedback</li> </ul>
Feb. 4, 2021	Tier 2 evaluation findings of the five remaining study alternatives	<ul> <li>Share the study team's Tier 2 evaluation findings of the five study alternatives</li> <li>Gather input from the stakeholders to help inform their recommendation to the city council</li> </ul>



# Online open houses

The study team held two online open houses on EngagingBellevue.com. See Appendix C for online open house summaries.



#### Online open house #1

The study team launched the first online open house on Aug. 3, 2020 and gathered comments until Aug. 21. The online open house was available in English, Korean, Japanese, Russian, simplified Chinese and Spanish. Visitors could read background information about the study, learn about the seven study alternatives and submit comments. A total of 2,383 people visited the online open house, seven visitors asked questions and 247 visitors took the survey, submitting 1,164 comments.

# Online open house #2

The second online open house launched on Feb. 8, 2021 and was open for comments until Feb. 19. This online open house was available in English and visitors could request information in other languages. Visitors could read background information about the study, learn about the evaluation results for each of the five study alternatives in the Tier 2 evaluation and submit comments. A total of 698 people visited the





online open house, two visitors asked questions and 110 visitors took the survey, submitting 369 comments.

# **Briefings**

The study team met with stakeholders, community groups, interest groups and city council members to share information about the study and answer questions. The study team met with:

#### Stakeholders

- Bellecrest Neighborhood Association
- Columbia Pacific Advisors
- Downtown Bellevue Resident Association
- Lake Washington Partners
- Surrey Downs Community Club
- Transportation Engineering NorthWest
- Wilburton Community Association
- Woodridge Neighborhood Association
- Representatives of specific properties within the study area

# Community organizations

- Downtown for People/Complete Streets Bellevue
- HopeLink Eastside Easy Rider Collaborative

#### Interest groups

- Bellevue Chamber of Commerce
- Bellevue Downtown Association
- Eastside Transportation Association
- Preserve 114th Avenue Access Coalition

### What we heard

The study team received valuable feedback from stakeholders and community members. See <u>Appendix D</u> for stakeholders and community member correspondence sent to the study team. See <u>Appendix E</u> for emails and letters that stakeholder and community groups submitted to the council.

# Study key themes

The study team heard these overall key themes throughout the study:

- Support for improving access to I-405 to accommodate future growth and ease traffic congestion.
- Support for better access to transit and community amenties for people walking and biking.
- Concern about potential impacts to areas with planned development or exisitng properties.



• Concern about potential impacts to adopted plans and policies like East Main Transit Oriented District.

## Stakeholder feedback key themes

Stakeholders shared the feedback below about the alternatives through the stakeholder forums, questionnaires, and briefings with the study team. Additionally, over the course of the four forums, stakeholders trended towards better understanding of the alternative study process and confidence that the study team would consider their needs and concerns in the decision-making process. See <a href="#">Appendix B</a> for the stakeholder's responses to the questionnaire.

- Support for a new interchange to I-405 in south downtown Bellevue.
- Interest in maintaining access to 114th Avenue Northeast.
- Support for decreasing congestion in the area.
- Concern that an alternative may impact the East Main Transit-Oriented Development adopted plans and policies.
- Concern about potential impacts to property development.

#### Online open house feedback key themes

Community members shared the feedback below through the online open houses and correspondence with the study team.

- Support for more capacity for vehicle traffic and reducing congestion.
- Prioritize transportation improvements and access for people walking, biking and riding transit.
- Reconsider the Main Street alternative to help ease congestion in downtown Bellevue.
- Concern that a new interchange may encourage vehicle traffic, or "induce demand," contribute to climate change and does not align with the city's environmental stewardship goals.
- Concern that a new I-405 interchange would not decrease congestion in the area.
- Concern about traffic on local streets.
- Concern of costs and benefits of building a new interchange.

#### **Council Direction**

Based on the technical analysis and stakeholder and community input, the Bellevue City Council unanimously identified Lake Hills Connector southbound on-ramp as the alternative that best meets the evaluation criteria and study goals. The Council noted it benefits transportation at a reasonable cost and with the least impact to properties and the environment. Councilmembers also directed the Transportation Department to accelerate building pedestrian and bicycle improvement projects along Southeast Eighth Street between 112th Avenue Southeast and Lake Hills Connector.



# **Next steps**

The Federal Highway Administration must approve adding access to an interstate. The Washington State Legislature has the decision-making authority to fund the project. The city council's decision to identify a city preferred alternative will help inform WSDOT's future environmental review and freeway access revision request processes. It will also help the city communicate with developers about future transportation options in the south downtown area.



# **Appendix A: Example notifications**



Figure 1. South Downtown I-405 Access Study project website



Figure 2. Nextdoor post in Japanese to invite people to online open house #1

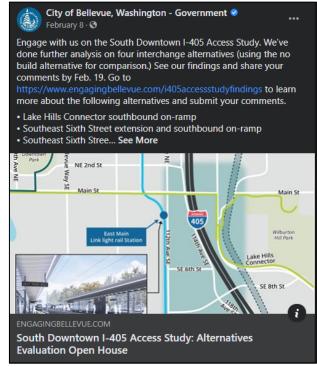


Figure 3. Facebook post to invite people to online open house #2



# Appendix B: Stakeholder forum summaries



# Appendix C: Online open house summaries



# Appendix D: Community correspondence sent to the study team

# Correspondence

# **Study team response**

Hello Shuming, Marie,

I wanted to take the time and thank you both again for meeting with our group this past week. I came away from that session feeling like it was a productive conversation, and I appreciate both of your attention and explanations. Our group is excited to hear what comes out of the conversations with the city's outreach consultant, and we're free to answer any additional questions should either of you have them.

I also wanted to include links to some of the articles that were cited in our presentation, I feel these give a good empirical underpinning to our positions and the worldview under which our group operates. Here as well, if there are any follow-up questions, I'm happy to answer them to the best of my ability.

https://www.cnn.com/2018/10/07/world/climate-change-new-ipcc-report-wxc/index.html

https://www.reuters.com/article/us-autosemissions-suvs-insight/detroits-near-future-basedon-suvs-not-evs-production-plans-showidUSKBN21D1KW

https://www.oecd.org/derec/adb/47170274.pdf (an OECD study that cites how increasing vehicle speed creates more traffic)

https://www.wired.com/2014/06/wuwt-traffic-induced-demand/

https://www.theurbanist.org/2020/07/28/paint-is-

not-enough-for-bellevue-bike-network/

https://www.c40knowledgehub.org/s/article/How-to-

drive-a-modal-shift-from-private-vehicle-use-to-

public-transport-walking-and-

cycling?language=en US

Hi [name] and [name],

Our thanks to you both and the others for sharing your perspectives with us; it was very informative. Our analysis will consider some of the mobility issues you raised and our findings will be shared on the second online open house planned for January. We appreciate your giving us input via the online open house and we will be happy to meet again should you have questions at that point.

Sincerely,

Marie Jensen Shuming Yan



Thank you both again for your time and energy, and we're looking forward to hearing from you soon! Best, [name] Downtown for People Founder First email: Hi [name], Looking at the presentation that was given to the Chamber Transportation Committee today, it Yes, on the cost side, compare to the appears here is a new SE 6<sup>th</sup> with on-ramp option inside connection, the SB on-ramp would that is far less expensive than the option with direct cost far less to build. But on the traffic connectors in the middle of the freeway. From the side, it is less straightforward. The inside info provided it appears that the new option has connection would provide far more overall much greater cost-benefit than the others. Am I travel time benefits because it would seeing this correctly? reduce a lot of weavings and merging on I-Follow-up email: 405. When we look at intersections within the study area, the SB on-ramp option Well that clears it up! would yield more benefits. Hope it helps. I don't want to get the Chamber out of sync with Please let me know if you have further Bellevue Transpo. My initial instinct is to questions. Thanks. recommend they support the following: Shuming 1. SE 6<sup>th</sup> On-ramp 2. SE 6<sup>th</sup> Inside Connection 3. Lake Hills It seems like we'd have a better shot at getting the project funded if the price tag were \$175M instead of \$3XXM. Perhaps the best option is to continue to study both 1 & 2 and ultimately decide which one has the most cost-benefit. If you would prefer the Chamber back 2, 1, 3 instead of 1, 2, 3 it would be helpful to know that. Whatever keeps everyone working as a team to a common goal is what I want. Hi [name], Hi, I wanted to ask for more context on the existing

conditions and the issues necessitating the I-405S



downtown access project. I have never observed congestion on any of these four existing onramps to I-405S, so I am somewhat confused by the desire to add an additional interchange at the cost of hundreds of millions of dollars.

The vast majority of delays I encounter are on ramp meters and the I-405 mainline, which I anticipate will continue to be the bottleneck even after the one HOT lane is added. An additional access would seemingly just exacerbate these delays.

I would appreciate any context on this.



Thanks,

[name]

Thanks for writing to us. We value your input! As you requested, here are some context to this study:

The I-405 Master Plan, developed by Washington State Department of Transportation nearly 20 years ago in partnership with all the jurisdictions along the corridor, identifies a new half interchange in Downtown Bellevue. It is needed to accommodate future developments in the city. Like most of the elements contained in the I-405 Master Plan, specific location and configuration of a new interchange is subject to further study prior to implementation. The recent proposed redevelopments in and around the potential location of a new interchange area has created a pressing need for the City to identify a preferred alternative location and configuration to provide greater certainty to support and guide future development. Even with a preferred option selected, it may still take many years to implement, from getting funding to the final design, acquiring right of way, to construction.

Looking into the next 15 -20 years, it is estimated that 20 million plus square feet office space and over nine thousand residential units will be added in downtown and surrounding areas. There is no single silver bullet to accommodate this growth. The City needs multimodal solutions. The East Link Light Rail currently under construction, the planned Lake To Lake Trail along Main St., the Grand Connection along the NE 6th St. and many other roadway, bike and pedestrian projects, the continued expansion of travel demand management programs, and a



new interchange under study, are all parts of a multimodal, multifaceted solutions the City is embarking on.

Regarding existing traffic congestion on I-405, we believe the I-405 Renton to Bellevue Express Toll Lane project, when completed, will provide significant relieve. This project, in addition to adding a toll lane each direction, it also includes improvement to the I-90/405 interchange and general purpose lanes between I-90 through the Coal Creek Pkwy interchange and to Lake Washington Blvd. The current congestion at the interchanges of I-90/405 and I-405/Coal Creek Parkway are two significant bottlenecks contributing to the congestion you have observed in your email. With these improvements completed, our modeling shows I-405 is expected to be able to serve more traffic.

For more background information, please visit the City's South Downtown I-405
Access Study and WSDOT's I-405 - Renton to Bellevue Widening and Express Toll Lanes | WSDOT (wa.gov) websites.

With that said, we will take your input into consideration in evaluating the various interchange improvement options and make a recommendation that can best serve the city for many years to come. Thanks again for you input.

Sincerely,

Shuming

# First email:

Dear Ms. Jensen,

# First response:

Dear [name],

Thanks for the clarification. Our modeling analysis showed that the majority of the



Thank you so much for your response and for the answers to the questions that I would like to have the City Council consider.

It looks like I should have rephrased Question #2:

- 2) What of the two options will have have the greatest impact on reducing congestion/lane weaving on I-405 southbound?
- a) Direct access to I-90 (from 116th Ave SE/Lake Hills Connector option)?

or b) Direct access to the southbound I-405 HOT lanes (SE 6th/Inside Access option)?

Would it be possible to answer this question instead of what I posted at the online open house?

Thank you!

[name]

## Follow-up email:

Dear Mr. Yan,

Thank you for the information. Can you pass this question and answer on to the City Council?

We appreciate your help!

#### Follow-up email:

Yes, that would be fine.

Thank you!

people who get on I-405 from either of the two options would continue on I-405 southbound passing I-90. From pure traffic operation standpoint, Option b would have greater potential to reduce weaving/congestion on I-405. However, constructing this option would require pushing the I-405 main lanes outward to make room for the new inside ramps. It would nearly double the construction cost. It would also increase construction duration significantly and cause longer, more severe impact to the I-405 traffic operation during construction. These are all among the tradeoffs we consider as we formulate recommendation for council's consideration.

Thanks again for reaching out to us. Please don't hesitate to let me know if you have further questions.

Sincerely,

Shuming Yan, PE

#### Follow-up response:

Dear [name],

Yes. Due to the number of responses and time constraint of the Council meeting, we may not be able to attribute comments to individual contributors, but we will sure reflect the essence of your input in the public input summary section of the council presentation. Does it work for you? Thanks again for your input.

Sincerely,

Shuming Yan, PE

Dear council,

Dear [name],



I am writing to urge you to push for **no new interchange** in the I-405 South access study - such an interchange is unnecessary and will cause significant negative impacts to our city's traffic and environment. Instead, we should be focusing on **improving pedestrian and bicycle connectivity** in the South Downtown area.

As a prior resident of South Downtown, in Belle Arts at 108th and Main, I have never experienced issues accessing I-405 South. Both the interchange at NE 4th Street and SE 8th are easily accessible within two minutes, being only around 0.5 to 0.8 miles away. Congestion levels are also typically very minimal. When congestion does occur, it generally originates from backups on I-405S itself -- which an additional interchange will only exacerbate. With the enormous investments we are making in Light Rail and BRT in the area, we should easily be able to handle additional growth without adding any new vehicle capacity.

I believe additional east-west connections for pedestrians and bicycles over I-405 would benefit our city and improve connectivity between Downtown and Wilburton. As a pedestrian, walking from 2nd to Main and back to 2nd adds 4-5 minutes in walking time. In a car, however, this same detour adds around 30 seconds. Additional motor vehicle bridges add significant expense and are simply not necessary, given the minimal impact of detouring to the Main Street bridge and the minimal congestion it experiences.

Thank you for considering,

[name]

Thank you for contacting the Bellevue City Council to provide input on this important study. As the project manager for the study, I've been asked to respond to your email.

Your input is very valuable to us as we evaluate the various options, including the no new interchange option. This study focuses on evaluating the benefits and disadvantages of an added vehicle access to I-405 to and from south downtown Bellevue relative to the no new interchange option. It is a part of City's comprehensive efforts to plan for multimodal transportation systems that will support and accommodate the planned growth in the city for many decades to come.

You probably are aware, in Downtown, there are two planned major east-west bike/pedestrian facilities across the freeway: the Grand Connection between NE 4<sup>th</sup> and NE 6<sup>th</sup> Streets, and the Lake to Lake Trail along Main Street. The I-405 Access Study includes an option of extending the NE 2<sup>nd</sup> Street to 116<sup>th</sup> Avenue NE in Wilburton with bike lanes and sidewalks but without new ramp connections to I-405. We will thoroughly evaluate these options before recommending a preferred alternative to the City Council in late fall.

The city's access study is underway as WSDOT builds its Bellevue to Renton express toll lanes and additional general-purpose lanes in the Coal Creek Parkway vicinity. These improvements are expected to significantly relieve current congestion on I-405. The Access Study is



an opportunity to explore and identify additional options to get future travelers to and from Downtown Bellevue quicker and safer as the city continues to grow.

Thank you again for taking the time provide your input. Please stay engaged and don't hesitate to contact me if you have additional questions or suggestions.

Sincerely,

Shuming

NOTE: do we want to include RE: Information Sharing Request email from Renay Bennett?

Hi Marie,

Thanks for coordinating and forwarding the information. Once a decision is made, do we know what the timeline will be for things like eminent domain purchases and actual construction starting? Is that a year away? 10 years away?

Thanks,

[name]

Hi [name],

It will definitely be many years away, if not decade or more. This is a planning analysis to identify a preferred alternative. Because is I-405 is an Interstate facility, funding for final design, right of way acquisition, and construction will most likely come from the state. With the impact of COVID, it is uncertain when the state will have funding to implement it. Please let me know if you have further questions. Thanks.

Sincerely,

Shuming Yan

#### First email:

Hello Mr. Hanson!

Can you tell me how to obtain copies of the cost estimates for the South Bellevue/I-405 Access Study alternatives? (Vic Bishop of the Eastside Transportation Association suggested that you might be the person to contact regarding the cost estimates.)

RSVP/thanks,

#### First response:

Hello [name],

The planning level cost estimates can be found on slide 41 of the stakeholder presentation located on Bellevue's website here: South Downtown I-405 Access Study (bellevuewa.gov). The City is leading the effort to complete the report for the Project, documenting the analysis and assumptions of the study. That report is



[name]

# Follow-up email:

Hello Mr. Hanson!

But where are the details that substantiate these cost estimates, or were they just 'back-of-the-envelope' guesstimates; and are they just overnight-build estimates or life cycle cost estimates?

RSVP,

[name]

expected to be completed at the end of May. I also added Shuming Yan and Marie Jensen from the City to the email.

Thank you.

**Barrett** 

#### Follow-up response:

Hi [name],

These were planning level cost estimates commensurate with the level of design detail for a planning study. These are parametric estimates that quantified major cost drivers, such as bridges, retaining walls, pavement, and used historic percentages to account for other costs and contingencies. The estimates were escalated to a 2030 construction horizon using WSDOT's Construction Cost Index tables. The estimate costs presented were only capital costs accounting for design, right-of-way acquisition, stream mitigations, and construction costs; these do not include on-going life cycle, operations, or maintenance costs.

Thank you Barrett

# Appendix E: Stakeholder and community emails and letters sent to the Bellevue City Council

# Emails to the city council

As a longtime resident of the City of Bellevue (> 33 years), I fully support the new proposed I-405 interchange to help relieve traffic congestion.

Thank You,

[name]



Mayor Robinson and Bellevue Councilmembers,

The Eastside Transportation Association (ETA) submits the attached letter [see ETA Recommendation on South Downtown Access to I-405 letter below] regarding the alternatives being presented at the April 5 Council meeting.

ETA considers this decision on an alternative location of the access from Downtown to and from the south on I-405 to be a critical decision by the council on the future development of Downtown, Wilburton and multiple other commercial and residential neighborhoods.

Thank you for your consideration of ETA's recommendation.

[name]