

CITY OF BELLEVUE
BELLEVUE TRANSPORTATION COMMISSION
MINUTES

November 10, 2016
6:30 p.m.

Bellevue City Hall
City Council Conference Room 1E-113

COMMISSIONERS PRESENT: Chair Zahn, Commissioners Bishop, Chirls, Larrivee, Woosley, Wu

COMMISSIONERS ABSENT: Commissioner Lampe

STAFF PRESENT: Kevin McDonald, Michael Ingram, Department of Transportation

OTHERS PRESENT: None

RECORDING SECRETARY: Gerry Lindsay

1. CALL TO ORDER

The meeting was called to order at 6:33 p.m. by Chair Zahn who presided.

2. ROLL CALL

Upon the call of the roll, all Commissioners were present with the exception of Commissioner Lampe who was excused.

3. PUBLIC COMMENT

Mr. Bruce Nurse, 575 Bellevue Square, Vice President for Government Affairs for Kemper Development Company, said the company has been involved with transportation management since the late 1980s when Bellevue Place was being constructed. The city was concerned about the amount of parking being provided and the number of cars that would hit the downtown streets around 5:00 p.m. A plan was established and the targets were met. Then as now, the tenants of large buildings in the downtown are asking for more parking instead of less parking. They want four spaces per thousand square feet instead of one, which is the level the first midrise projects were at in Bellevue. Kemper Development Company has three staff persons and one consultant focused on the subject of parking.

4. APPROVAL OF AGENDA

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

5. COMMUNICATIONS FROM CITY COUNCIL, COMMUNITY COUNCIL, BOARDS AND COMMISSIONS - None

6. DRAFT MINUTES REVIEW/APPROVAL

A. October 13, 2016

A motion to approve the minutes as submitted was made by Commissioner Woosley. The motion was seconded by Commissioner Chirls and the motion carried unanimously.

7. STUDY SESSION

A. Transportation Management Program Review

Senior Transportation Planner Michael Ingram noted that on September 26 he along with Chair Zahn and Commissioner Wu updated the City Council regarding the six Transportation Management Program recommendations developed by the Commission and staff. The feedback from the Council was very positive and supportive. They acknowledged that the office building targets will need to be consistent from one building to the next, and they noted that, depending on characteristics and location, there are different expectations in terms of what buildings can accomplish.

With regard to enforcement, Mr. Ingram said the best model appears to be the one utilized to work with employers at Commute Trip Reduction worksites that are falling short of their expected level of activity. Under the Commute Trip Reduction program, there are expectations and requirements around the cooperation of employers in developing and implementing a commute program, as well as around doing periodic measuring and reporting. Every site has a goal, and the elements of each plan have to be effective toward achieving the goal. That often means subsidizing transit passes, buying down the cost of parking for carpools, and facilitating ride-matching for carpools. The city does not specify what particular activities they need to do.

There is a requirement for employers to have a designated coordinator for each worksite, and to conduct periodic measuring and reporting on the implemented program. Beyond that, the city looks for good faith efforts to achieve progress. By definition, the employer must work collaboratively with the city to continue its existing CTR program, or to develop and implement program modifications likely to result in improvements to its CTR program over an agreed upon length of time. Where worksites have not been responsive or engaging, the city has sent one or more letters pointing out the requirements and the potential for penalties of up to \$250 per day. The approach has been effective in achieving success.

Commissioner Bishop asked if success was measured by meeting the CTR goals. Mr. Ingram explained that the worksites are not required to meet their goals, rather they are required to have a program that can reasonably be expected to help make progress toward a goal. What works for one site may not work for another.

Commissioner Larrivee asked if consideration has been given to instituting an incentive program as a first option. Mr. Ingram said the reason it has occasionally been necessary to go with the enforcement approach has been when employers have not been responsive. It is necessary to have someone to talk to about options. At any given time, there may be incentive options available; currently, the city stands ready and willing to assist in setting up ridesharing programs specifically oriented and branded to their worksite, with modest incentives also provided.

Commissioner Wu noted from one of the attachments that the list of options includes frontage improvements and parking facilities. She commented that parking can be used as an incentive.

Commissioner Chirls suggested the city is mostly relying on economics to make the program

work, including the cost of parking for employees and the things employers must do that cost money. Mr. Ingram said most employers do not specialize in transportation-related issues and do not have in-house expertise. That is where forcing them to talk with the city results in them getting the assistance they need. What the city offers is a support system. Commissioner Chirls said the place where enforcement can have teeth is when a building is constructed. That is the point at which the city can influence the requirements for the building that will have positive long-term impacts.

Chair Zahn commented that once a building is constructed, the hardscape is established and any other remedies will be far more limited.

Commissioner Woosley said the Transportation Management Program is an attempt to make sure as the city grows the transportation system will be able to handle the additional trips from new development. The city is moving in the right direction, but it has a baseline problem in that it does not know how much traffic can be handled at the current zoned densities in the downtown. Setting targets can have a positive effect on reducing an otherwise higher level of trip generation. For the long-term future of Bellevue, the city has a responsibility to have an appropriate relationship with the total potential land uses and the maximum transportation mobility that can be provided. The fact that office buildings are housing an increasing number of employees could be an indicator that the city is losing ground. The city needs to get a handle on the baseline in order to determine if significant changes to existing programs are needed.

Chair Zahn said incentives and creative methods are needed to get transportation working in a way that people will see no need to drive a car to work. When that happens, even adding more people per square foot in existing buildings will not significantly impact the transportation system. Enforcement is reactive and should be the last thing contemplated. The first approach should be to focus on engineering a way out and getting creative about how people get to and from their office buildings.

Commissioner Chirls said the city is in fact working in that direction through things like the Bicycle Rapid Implementation Program, which is one step toward providing an alternative to cars. People can be incentivized to use alternatives, but if there are no alternatives, the incentives will fail to achieve anything.

Commissioner Woosley said it is the overall system throughput that is important, not just the vehicular throughput. Alternatives just for the sake of having alternatives is not the answer; the result can be spending a lot of money on facilities people do not choose to use. The focus should be on the most effective alternatives.

Commissioner Bishop pointed out that the code requirement in place years ago for parking was 1.5 stalls per thousand square feet. Now the market wants 3.5 or 4 stalls per thousand square feet. That is moving in the opposite direction of trip reduction. It has been close to 20 years that the city has been involved with the CTR and the TDM programs; if they had been effective, less parking would be needed rather than more.

Chair Zahn cautioned against trying to solve for the present rather than in seven years when the city will be served by light rail and additional bicycle corridors, alternatives that are not yet fully baked.

Commissioner Woosley stressed the need to identify the maximum capacity that can be created in the system and use it to inform the land uses. It is possible that currently the land uses are

aggressive relative to what the capacity of the system can reasonably be expected to deliver.

Commissioner Larrivee asked what incentive-driven TDM models are out there. Mr. Ingram pointed out that the city has never actually imposed a penalty, but making it clear there is the potential for a penalty gains the right level of attention in the right level of an organization.

With regard to the enforcement provisions, Chair Zahn cautioned against getting locked into an approach that is overly restrictive.

Mr. Ingram said the CTR program serves as a good model for implementation guidelines. The program has been in existence for some time and it works. The broad framework is the city code and the details of what it means and how it is used are in the implementation guidelines, including the setting of performance goals for employers, which employees are affected by the program, the reporting protocols, and the survey protocols. The city engages with King County Metro to do the routine monitoring. The CTR audience includes managers of CTR worksites, the employee transportation coordinators at CTR worksites, and others involved with CTR implementation and/or monitoring. The implementation guidelines require a detailed report to be submitted every other year, and a summary report on the off years. With regard to implementation of the Bellevue TMP, the purpose and the scope are essentially the same as for the CTR, but the audience is primarily the developers but also includes building managers and those involved with TMP implementation, and city staff.

Commissioner Bishop asked if there is a way to overlap the requirements for tenant/owner buildings and CTR sites. Mr. Ingram suggested the implementation guidelines are intended to address those situations, such as where a building is wholly occupied by a CTR employer. Documentation is needed, however, to make that clear. Additionally, buildings that are 90 percent or more occupied by a CTR tenant, the other ten percent of the tenants are not surveyed to understand what is happening in the building. That practice, however, is not documented and needs to be.

Commissioner Wu said it appeared to her that the implementation leaves the door open to creative options. Mr. Ingram said that is intended to be the case.

Commissioner Woosley suggested a gap analysis should be performed in looking at transitioning buildings from unique standards. He noted that many of the original buildings in the Eastgate area were developed with concomitant agreements, giving each unique standards. The city is trying to clear those off in favor of establishing a single consistent standard.

Commissioner Wu asked if the existing agreements have enforcement tools associated with them. Mr. Ingram said the current code is somewhat clunky but is not altogether lacking in enforcement tools.

Mr. Ingram said he could take a look at how the existing agreements compare to the proposed requirements going forward, but Chair Zahn cautioned the Commission against digging into things to that level.

Commissioner Bishop referred to the applicability section of the CTR guidelines and said it seemed to him the criteria relative to teleworking employees are very restrictive. He proposed looking for ways to liberalize the criteria. Mr. Ingram said the specific section in question involved a revision made in the last couple of years that had to do with a particular worksite. There is always a question about the population of employees who are affected. Answering the

question is not as simple as calculating the employees at a worksite; there are a lot of gray areas, into which teleworking employees fall. The question is the extent to which they are really associated with a particular worksite. The section as revised allows for excluding those employees that are not really associated with a worksite.

Chair Zahn argued in favor of being less prescriptive. She said no one can really say what the population of virtual workers will look like over time.

Mr. Ingram said he would be before the Commission again in January with a markup of the code reflecting the new enforcement framework. He said he would at that time talk more about implementation measures and start the conversation about setting performance targets, work that will require several months to refine.

Commissioner Wu said she would be interested in seeing the programmatic features and hearing from staff why the specific approaches were recommended. Mr. Ingram said there likely will be a long list with a lot of opportunities in the implementation guidelines.

Commissioner Larrivee asked if there is any correlation between a trip reduction impact and the various implementation strategies. Mr. Ingram said there is some literature around what works, but it is not all that robust.

Chair Zahn asked if sites that see large numbers of their employees using Uber and Lyft could be given some credit. Mr. Ingram commented that those services are positive in that they give employees flexibility and freedom in getting around. However, trips by Uber and Lyft are still vehicle trips on the street system. Chair Zahn agreed, but pointed out that the services help in reducing the demand for employee parking.

Commissioner Bishop commented that once self-driving cars arrive on the scene, they will require significantly less parking space in parking garages in that there will be no need to open the doors.

Commissioner Woosley asked if the city offers joint use agreements under which the occupants of a residential tower leave in the morning for work and their vacant spaces are filled by workers from an adjacent office tower. Mr. McDonald said there are some residential developments that include a few flexible spaces, but most of the time residents want specific spaces assigned to them for their use only. Commissioner Woosley said the practice is done in other jurisdictions and results in reduced parking requirements to reflect the actual demand.

Commissioner Bishop suggested the approach likely would work better after the fact where there is a specific problem to be solved, rather than at the permit stage when the long-term needs of buildings are set up. Commissioner Woosley said developers are constantly pushing to get out from under parking requirements. If there were a way to have adequate parking while at the same time lowering the total number of stalls, developer money could be freed up to create things like off-street drop offs like the old motor courts.

Chair Zahn said it was her understanding that the TMP would apply citywide but only to office buildings. Mr. Ingram said that will be true of the performance targets. For residential, the recommendation will be to continue the current requirement to post information.

8. OLD BUSINESS

Mr. McDonald pointed out that the Commission desk packet included responses from Mr. Yan to questions that were asked at the last meeting, including whether or not East Link light rail is embedded in the assumptions for concurrency, and changes to the V/C ratio in the MMAs around the city.

Chair Zahn reported that along with Commissioner Lampe and Mr. McDonald she attended the November 9 Planning Commission meeting to deliver the Commission's proposed amendments to the Comprehensive Plan. The Planning Commission asked to have two changes made. They concluded the original language of policy TR-53 should be retained, and with regard to policy TR-D they added the words "...while maintaining adopted level of service standards for all modes...."

Commissioner Larrivee suggested the language could set up a contradiction whereby accommodating a level of standard for one mode could negatively impact the level of service for another mode. Commissioner Chirls said that could be the case until and unless a single multimodal level of service is adopted. Commissioner Wu said absent a single level of service, a way should be found to more fully integrate the individual levels of service. Mr. McDonald said the entire next step on addressing multimodal LOS will focus on exactly that.

Chair Zahn informed the Commission that while the Planning Commission discussed the fact that the intent of policy TR-C and TR-D already exists within the Comprehensive Plan, they ultimately decided that because the Commission had proposed the policies, both should be retained as important elements.

Mr. McDonald reported that the transmittal memo from the Planning Commission is expected to be before the Council on November 28 in study session. Adoption into the Comprehensive Plan will occur either on December 5 or December 12.

9. NEW BUSINESS – None

10. PUBLIC COMMENT

Mr. Bruce Nurse, 575 Bellevue Square, said Kemper Development Company and Tesla Motor Company are getting together to create and develop a situation whereby their cars can be parked without a driver using only a cell phone, and the cars can be very close together. Technology offers hope for how things can change. Auto manufacturers believe that self-driving cars will result in 30 to 50 percent more capacity on the roadways.

11. REPORTS FROM COMMISSIONERS

Chair Zahn reported that her latest check of election returns showed Proposition 2, the Bellevue transportation levy, passing at 54 percent. The restrictive pool of funds has bookends to determine how the funds can be spent. Staff is already looking at creating an implementation plan. Every effort should be put into reaching out to the community to fully understand the needs.

Mr. McDonald said the Commission will be part of the implementation process.

Chair Zahn reported that Commissioner Wu was appointed to the Wilburton CAC.

Chair Zahn said she recently had the opportunity to sit in on a University of Washington

lecture series where Anne Goodchild talked about transportation delivery of goods around the area. There was some discussion around the topic of drones and whether or not that technology is ready to deliver. As society has turned toward immediacy of goods, the delivery of those goods is creating more transportation congestion.

Commissioner Bishop reported that the Eastside Transportation Partnership will be sponsoring the second advanced vehicle technology conference on December 2 at Meydenbauer Center. He urged the Commissioners to attend.

Commissioner Woosley said the Enatai neighborhood has been working with the city on how to mitigate the closure of the South Bellevue park and ride. He said staff have been very helpful. There is concern with regard to how robust the preemptive actions will be to avoid impacts on the local neighborhoods. The city's position has been to take a wait and see approach and to stand ready to make changes if needed, such as a restricted parking zone.

Chair Zahn commented that implementing a restricted parking zone will not solve the issue of the number of lots available for commuter parking, and how people will get to their buses. There are few options available for folks in the southern part of the city.

Commissioner Woosley credited Sound Transit for working on a fairly robust plan that includes vanpools and a van share option that will take people to a park and ride. He suggested the Commission should be provided with a memo showing what Sound Transit is looking at. Mr. McDonald said the Commission will be receiving a briefing at the first meeting in January regarding East link construction .

12. STAFF REPORTS

A. Preliminary CIP Memo

Mr. McDonald called the attention of the Commissioners to the memo.

Commissioner Woosley noted that the Commission spent quite a lot of time working to develop a recommendation for the CIP and called attention to the fact that the recommended \$6.8 million for the Bicycle Rapid Implementation Program is not in the City Manager's proposed budget. Mr. McDonald said the line item is intended to be funded by the levy.

Commissioner Woosley noted that he and Commissioner Bishop had proposed as a backup a bare bones budget with an annual investment of \$2 million that would still comply with the goals. The levy funding is \$7 million per year and must be divided into six categories. Having \$2 million in the current budget would be better than having zero, and it could be supplemented with the levy funds.

Commissioner Bishop commented that the Bicycle Rapid Implementation Program could be broken down into quite small increments and spread out over time.

Chair Zahn said it was her understanding that there is funding in the budget for ped/bike projects that is not based on the levy. Mr. McDonald said there is a program that has typically been funded at about \$425,000 per year on a rolling cycle. There is, however, some interest in enhancing the program gets funding.

Mr. McDonald said the Commission will have a role in making recommendations for how the

levy funds should be allocated. He said staff have been directed to focus on some early wins. It will, of course, take more than a year to design and implement some of the projects. Many of the Bicycle Rapid Implementation Program projects will require public involvement to gain buyoff on what has been proposed.

B. Neighborhood Leadership Meeting Memo

Mr. McDonald said the gathering included some 80 neighborhood association leaders and other interested parties. He said the memo highlights the conversation.

Chair Zahn said she attended the meeting and noted that one of the issues discussed was cut-through traffic. Apps like Waze are informing drivers how to get from Point A to Point B in the shortest amount of time, which includes cutting through neighborhood areas. The group also discussed concerns regarding pedestrian safety, and general communication and transparency. A visual note taker was present to draw a picture of the themes that arose.

Commissioner Bishop pointed out that the resulting sketch has no car in sight nor any accommodation whatsoever for cars in neighborhood communities. Chair Zahn said the group did discuss traffic congestion so it is interesting that did not make it onto the sketch. She added that the lecture by Ms. Goodchild began with a focus on what the ideal future city looks like, and it did not show a lot of cars. It did show elevated transit, wide sidewalks and bike facilities.

With regard to the TIFIA loan, Commissioner Woosley reported that staff have made presentations to business organizations that the city is in good standing to receive the funds.

13. COMMISSION CALENDAR

The Commission reviewed the calendar of upcoming meetings.

14. ADJOURN

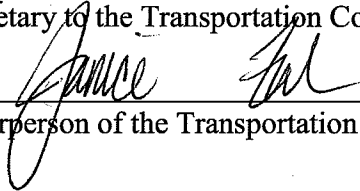
Chair Zahn adjourned the meeting at 8:33 p.m.



Secretary to the Transportation Commission

12/08/16

Date



Chairperson of the Transportation Commission

12/8/16

Date