

Commuter Trip Reduction Implementation Plan Update: 2015–2019

Jurisdiction: City of Bellevue

September 2015

Goals, targets and other performance measures

See Goal and Target Worksheet (attached).

Strategies

What specific steps and strategies will you implement to meet your goal? Please include (a) policies and regulations, (b) services and facilities, and (c) marketing and incentives.

(a) Policies and Regulations

The City will implement a Commuter Trip Reduction (CTR) program based on its CTR ordinance and the state CTR law, through which affected employers are required to conduct certain activities at affected worksites. These include:

- Designating an employee transportation coordinator;
- Developing a trip reduction program and distributing information about it;
- Measuring employee commute trip reduction;
- Modifying programs as needed when not meeting goals/targets; and
- Reporting about their programs.

The City will take actions to support the program, based on the Comprehensive Plan's policy TR-10: "Require large employers to implement a commuter trip reduction program for employees, as mandated by the state Commuter Trip Reduction law, and evaluate program effectiveness on a regular basis."

(b) Services and Facilities

City services for affected employers will comprise engaging trip reduction contractors to assist employers in meeting CTR program requirements and conducting marketing, incentive and education programs for their companies. Specific services include the following:

- Train all new employee transportation coordinators (ETCs) and new sites to ensure that they have an understanding of the requirements of the law, implementation strategies and their site's performance to date.
- Track and notify employers of legally required activities and provide technical assistance to all employers for legal compliance.
- Ensure ETCs meet their program information distribution requirements.

- Help ETCs become a major resource to their employees by providing them with up-to-date commute information, tools for communicating with employees, turn-key commuter promotions, and opportunities to attend employer network group meetings (typically held quarterly).
- Conduct special projects as needed to enhance program effectiveness.

Key facility investments that support pedestrian, bicycle and/or transit travel include the following projects in the funded 2015-2021 Capital Investment Program:

- PW-R-146, Northup Way Corridor Improvements (bike lane/sidewalk improvements)
- PW-R-159 & 181, East Link (light rail) Analysis and Development, and Memorandum of Understanding Commitments
- PW-R-162, NE 6th Street Extension – I-405 HOV Interchange to 120th Ave. NE (pre-design analysis)
- PW-R-176, Early Implementation of the Downtown Transportation Plan (including multimodal corridor analyses, pedestrian and bicycle facility improvements and transit passenger access enhancement projects)
- PW-R-177, Eastgate Subarea Plan Implementation - advance two key priorities: transit access to and through the Bellevue College campus and bicycle lanes on Eastgate Way
- PW-R-182, Downtown Transportation Plan/NE 6th Street Light Rail Station Enhanced Access
- PW-R-183 West Lake Sammamish Parkway, (Phase 2) – Extend pedestrian and bicycle facility enhancements on this important north-south corridor
- PW-R-184 Bellevue Way SE HOV Lane – 112th Ave SE ‘Y’ to I-90 (design)
- PW-R-185, Newport Way improvements, Somerset Blvd. to 150th Ave. SE, sidewalk and bicycle facility improvements
- Programmatic projects throughout the city: PW-W/B-56, Pedestrian & Bicycle Access Improvements; PW-W/B-76, Neighborhood Sidewalks; PW-W/B-49, Pedestrian Facility Compliance (ADA enhancements)
- PW-W/B-78 Mountains to Sound Greenway Trail (complete design of priority segments)
- PW-W/B-81, 108th/112th Aves NE – North City Limit to NE 12th St (ped/bike improvements, pre-design/analysis only)
- PW-W/B-82, SE 16th Street – 148th to 156th Aves SE (bike lanes and sidewalks, pre-design only)

In addition to these specific projects, the Pedestrian and Bicycle Implementation Initiative, launched by the City in spring 2015, provides a set of action-oriented efforts to advance additional non-motorized projects and programs identified by the 2009 Pedestrian and Bicycle Transportation Plan. The initiative includes principles to provide direction, as well as task elements supported by targeted public outreach and data-driven technical research and analysis, to advance the 2009 Plan.

(c) Marketing and Incentives

In order to support employer CTR efforts, the City will engage trip reduction contractors to assist affected employers and/or conduct the following marketing and incentive activities:

- Assist ETCs with marketing of commute programs
- Assist ETCs with marketing of turnkey and other programs such as Wheel Options and Bike to Work Month/Day, promotions of new transit service, construction avoidance, etc.
- Assist employers with employee events such as commuter fairs.
- Assist employers with creation of company commute option brochures.
- Post employer case studies on the City’s travel options website, www.ChooseYourWayBellevue.org.

- Encourage and assist ETCs in use of the RideshareOnline tool to develop company-wide networks and incentives through the system. Help ETCs promote employee use of the ride matching and trip logging functions, as well as participation through the system in active campaigns such as On The Move Bellevue (www.OnTheMoveBellevue.org) for which their employees are eligible.
- Encourage participation of CTR employers (especially those who have not been meeting performance targets) in new/enhanced TDM activities the City will be conducting with new CMAQ grant funds passed through from WSDOT. These may include:
 - rebates provided to employers for transit passes or other non-drive-alone transportation benefits purchased for their employees;
 - a turnkey RideshareOnline program through which staff run the program on behalf of employers;
 - employer mini-grants to fund employer campaigns and/or incentives to encourage participation; and
 - a new parking cash-out program, in which employees are subsidized for trying a new non-drive-alone mode for a period of time without giving up their parking space, and employers are encouraged to transfer the subsidy used for parking to a non-drive-alone mode for employees who are interested. These activities are anticipated to boost performance for worksites for which traditional CTR has not been wholly successful.
- Actively promote alternatives to drive-alone commuting at worksites targeted by location, corridor, industry or lack of progress toward goal.
- Promote travel options to employers/employees through the City's existing electronic travel options newsletters for employers and employees; social media platforms; and the www.ChooseYourWayBellevue.org website and www.OnTheMoveBellevue.org web page.

In addition, the City anticipates conducting research such as enhanced survey data analysis and/or focus groups with key representatives of CTR-affected employers to help identify barriers to (and catalysts for) performance success in increasing non-drive-alone travel and reducing vehicle miles traveled. This work may be funded outside of the state CTR grant.

Comprehensive planning & community goals

[Governor's Executive Order 14-04 Washington Carbon Reduction and Clean Energy Action](#) directs state agencies to assist local governments to update their comprehensive plans to produce travel and land-use patterns that maximize efficiency in movement of goods and people, and reduce greenhouse gas emissions.

How does trip reduction support the goals of your community and comprehensive plan, and vice versa? How will you further integrate trip reduction through the updating of your comprehensive plan (e.g., parking, land use)?

There are several recent and upcoming Comprehensive Plan and City Code updates that have been or will be coordinated with the City's CTR and GTEC plans.

(a) Downtown Planning Efforts:

- [Downtown Transportation Plan Update](#): This plan update launched in 2011 and has focused on updating the transportation portion of the [Downtown Subarea Plan](#) that was adopted in 2004. The plan update considered and incorporated forecasted growth in population and employment through 2030, and developed a multimodal strategy to accommodate both motorized and non-motorized transportation demand. The final [October 2013 Transportation Commission Recommendations](#) support commute trip reduction efforts with planned improvements in transit service as well as improvements for other non-drive-alone modes. Downtown Transportation Plan policies and projects will be integrated with the [Downtown Livability Initiative](#) (see below), to result in a full package of Comprehensive Plan Downtown Subarea Plan and land use code amendments for Council consideration in 2016.
- [Downtown Livability Initiative](#): This is a targeted review launched in 2012 of specific regulations that guide downtown development and land use activity. Objectives are to: better achieve the vision for downtown as a vibrant, mixed-use center; enhance the pedestrian environment; improve the area as a residential setting; enhance the identity and character of downtown neighborhoods; and incorporate elements from the Downtown Transportation Plan Update and the Sound Transit East Link light rail design work. One regulation area that was analyzed was the downtown parking code. In support of this analysis, City TDM staff produced the [2013 Downtown Commuter Parking Assessment Report](#), in which a consultant was engaged to develop recommendations on "right-sizing" the office parking supply to align with the City's downtown long-range vision and goals, including mode share goals identified in the Comprehensive Plan and existing Downtown Subarea Plan. Within its [2014 recommendations](#), the Downtown Livability Citizen Advisory Committee recommended follow-up work to "Conduct a comprehensive parking study to include items such as on-street parking, potential for public garages, and opportunities for coordinated management of the parking supply such as valet or shared use, etc." As of 2015, the City Council is in the process of reviewing the CAC's recommendations prior to providing direction on the next steps to implement the CAC's work, with code changes and design guidelines anticipated to be decided on by the Council in 2016.

These efforts continue to promote a dense, multimodal, walkable environment, making downtown a desirable place for employers to locate. In turn, employer CTR programs help increase transit ridership and use of non-drive-alone modes, making those modes more sustainable.

- (b) Citywide [Transit Master Plan](#): The City Council adopted the Bellevue Transit Master Plan in July 2014. The plan replaced the 2003 Transit Plan with a comprehensive 20-year look ahead to the type of transit system that will be required to meet Bellevue's transit needs through 2030. Although the City does not operate its own transit system, the Transit Master Plan can positively influence regional transit agencies so as to provide routes and levels of service that best address mobility needs in Bellevue. The plan envisions a public transportation system that serves a variety of populations and trip purposes and that is the mode of choice for an increasing number of people who live, work, shop and play in Bellevue. The enhancement of transit and the City's CTR program are mutually supportive of each other; as the CTR program helps to build the market for transit use, the plan will make this service more viable and assist employers with their trip reduction efforts.

(c) Citywide Comprehensive Plan Update: [Bellevue's Comprehensive Plan](#) captures the community's vision for the future and provides direction for City regulations and investments. The City Council adopted an update of the Comprehensive Plan in August 2015. TDM staff worked with Comprehensive Planning staff on several components of the updated plan, including minor text revisions of the [Transportation](#) chapter's TDM component and the updating of comprehensive mode share targets to complement other City goals and targets, including CTR. Updated 2035 mode share targets were developed for downtown (all workers) and citywide (all workers and residents), replacing the targets in the previous Comprehensive Plan that only captured workers in certain activity areas of the city. Progress toward the new targets is anticipated to be measured using U.S. Census American Community Survey data. In support of the targets, Policy TR-8 says to "Establish targets to increase the proportion of commute trips by modes other than driving alone (see Table TR-1). Periodically evaluate progress toward these targets and adjust programs and activities as needed to achieve them." Also included in the Comprehensive Plan is continued support for the CTR program in Policy TR-10, "Require large employers to implement a commute trip reduction program for employees, as mandated by the state Commute Trip Reduction law, and evaluate program effectiveness on a regular basis."

Land use and transportation conditions

How do existing and future anticipated land-use and transportation conditions affect CTR worksites?

Bellevue's Comprehensive Plan's [Land Use](#) chapter assigns growth primarily to dense activity centers, especially downtown. The City's land use policies are set up to accommodate this growth. Nearly 80% of Bellevue's 2012 jobs are located in the following three employment centers: Downtown, Bel-Red/SR 520; and Eastgate/Factoria.

Bellevue is the state's fifth largest city where about 134,000 people live and 140,000 people work. By 2035, Bellevue is anticipated to add 15,800 more housing units and 51,800 more jobs. Downtown Bellevue is a Puget Sound Regional Council-designated Regional Growth Center expected to accommodate about half of the city's housing and job growth. Most of the housing and job growth outside of downtown is expected to occur in other mixed commercial and residential centers, including Bel-Red, Eastgate and Wilburton. A small amount of growth is anticipated in other areas spread throughout the city through natural redevelopment and infill that is allowed under current zoning.

A principle highlighted in the Land Use chapter is that integrating housing and employment with a range of transportation options makes it easier to get around. Having shopping and recreation nearby encourages walking and biking, reducing congestion on the streets and supporting vibrant and healthy communities. Higher densities and a mix of uses encourage walking and transit use. Understanding future land uses also helps the city design and build transportation facilities that continue to work as the city grows.

In addition to the goals indicated above, the following [Transportation](#) chapter "Transportation and Land Use" policies further support commute trip reduction:

- Policy TR-1, “Integrate land use and transportation decisions to ensure that the transportation system supports the Comprehensive Plan land use vision”;
- Policy TR-3, “Direct transportation investments and service to support the Urban Centers growth strategies of the Countywide Planning Policies”; and
- Policy TR-8, “Incorporate transit-supportive and pedestrian-friendly design features in new development.”

These transportation and land use policies have shaped current conditions, and will continue to shape future conditions, to be more conducive for commute trip reduction, which in turn helps to maintain overall mobility in the city.

Financial plan

What are the anticipated funding sources and amounts for local trip reduction, including grants and local funding?

Bellevue’s primary source of CTR program funding will be the state CTR grant, which historically averages approximately \$205,000 per biennium. As per historic practice, Bellevue anticipates using these state funds on the traditional program elements directed by state CTR law and local CTR ordinance. In addition, the City anticipates continuing its historic practice of contributing approximately \$3,000 to 5,000 per biennium in additional local funding to be focused on special projects and enhanced activities beyond the traditional CTR program. These added resources will continue to be used for program enhancements such as additional reporting from the City’s CTR services contractor on worksite program elements; ETC conference registration fees; and specialized trip reduction campaigns, such as for Earth Day or Bike to Work Month/Day. For the 2015-2017 biennium, the special projects will likely be funded by the 2012 and/or 2014 CMAQ GTEC Expansion and Regional TDM grants passed through to the City by WSDOT. Research (such as focus groups) may be funded by a separate source other than the state CTR grant, in order to enhance and make the most of the City’s CTR program without taking away funding for ongoing program implementation.

GTEC report (if your jurisdiction has a designated GTEC)

Are you continuing to implement?

Optional: Describe the (a) strategies, (b) land use and transportation conditions, (c) population and employment demographics, and (d) financial plan, and how they differ from those in the CTR plan.

Introduction:

The City will continue to implement its Downtown Bellevue GTEC program. In Bellevue, GTEC activities have been extended citywide since 2014, and this is anticipated to continue through this plan period. However, downtown will continue to be an emphasis area for the City’s TDM program. Concentration of outreach and uptake of services, assistance, and program participation is anticipated to be greater in downtown than in other parts of the city, due to its dense land use and transit service that make non-drive-alone modes more viable. In addition, the Comprehensive Plan update adopted by the City Council in August 2015 includes a 2035 non-drive-alone commute mode share target of

65% for downtown, so the City will be tracking progress toward that target over time using U.S. Census American Community Survey data.

(a) Strategies:

Strategies are anticipated to be similar to, and build on, previous GTEC activities, are directed at multiple TDM audiences beyond CTR-affected employers. These audiences include employers (generally those with five or more employees), property managers, workers and residents. Activities are suited to these broader audiences and are anticipated include the following:

- *Employer/property manager activities.* Through the City’s existing “Commute Advantage” brand for employers and property managers (information at <http://www.chooseyourwaybellevue.org/employers-advantage/>), activities may include:
 - Consulting services for commute benefit programs;
 - Assistance setting up rideshare/trip logging/incentive campaigns,
 - Expert consultant assistance with telework and parking management programs;
 - Mini-grants for RideshareOnline campaigns or minor capital projects such as bike parking/amenities;
 - Commute benefit rebates, especially for employer ORCA Passport programs;
 - Facilitation of guaranteed ride home programs; and/or
 - Parking cash-out, in which employers who have the ability to change the number of parking spaces they lease each month can sign up for a program in which the City covers the cost of employees trying an alternate commute mode for a term-limited time without yet giving up their parking space, after which such employees can elect to change to an alternate mode paid for by their employers.

Special outreach efforts are anticipated to be directed toward employers who are new to Downtown Bellevue.

- *Individual worker and resident activities.* These may include:
 - Continued implementation of On The Move Bellevue trip logging and incentive program, which includes a “Perks” program for local business discounts (information at www.OnTheMoveBellevue.org);
 - Continued provision of one-stop information about using non-drive-alone modes provided on www.ChooseYourWayBellevue.org;
 - Bicycle-specific promotion and information including bike maps and maps showing available bike racks and amenities, as well as promotion of Bike to Work Month and Day and, potentially, enhanced bicycle wayfinding;
 - Facilitation of parking needs to support non-drive-alone transportation, potentially to include carpool and vanpool parking facilitation with building managers; support for provision of additional carpool/vanpool parking; and/or park-and-ride lot information and/or maps.
 - Enhanced planning, implementation, promotion and/or information provision about real-time information, mobile apps, and other transportation-related technologies.

Special outreach efforts are anticipated to be directed toward new workers or residents to Downtown Bellevue. In addition, the City will conduct research, planning/administration and measurement efforts related to these strategies.

(b) Land use and transportation conditions:

As of 2015, there are 9,078,125 square feet of office space and 3,817,883 square feet of retail space in downtown. Traffic volumes along certain key arterials have remained relatively steady for the last

20 years, and only one intersection in downtown exceeds the City's adopted downtown level of service standard. Transit service is robust: in spring 2013 the Bellevue Transit Center served 17,772 daily boardings and alightings ("ons and offs"), or about 33 percent of citywide ons/offs. The non-drive-alone commute mode share for downtown workers is 29% (source: Census Transportation Planning Package, based on data from the 2006-2010 American Community Survey 5-year estimates for downtown census tracts 238.03 and 238.04).

(c) Population and employment demographics:

Downtown Bellevue is the densest urban center and functions as the commercial hub of the Eastside. From 2012 to 2035, downtown employment is estimated to grow from 44,800 to 76,800, a net addition of 32,000 jobs, or 71% over eighteen years. In 2012 there were 10,500 residents in downtown, and this figure is anticipated to grow to 20,500 by 2035, an increase of 95%. The significant level of anticipated growth calls for trip reduction activities directed not only at CTR worksites but also to small employers, property managers, workers, and residents, in order to retain overall mobility.

(d) Financial plan:

Activities in the Downtown Bellevue GTEC are anticipated to be funded primarily through the 2012 and/or 2014 CMAQ GTEC Expansion and Regional TDM grants passed through to the City by WSDOT. Local funds and staff resources are anticipated to supplement the grant funds, primarily focused on ongoing, fundamental TDM activities such as the Choose Your Way Bellevue website and monitoring and assisting large buildings that have Transportation Management Program requirements. In addition, CTR funds directed to assist downtown employers will contribute to downtown trip reduction efforts.

What specific policy, service changes and land-use steps will be accomplished during this period for the GTEC area?

As part of the [Downtown Transportation Plan Update](#), the City recently conducted travel demand forecasting based on expected demographic changes (see item (c) above). (These demographic changes are tied to anticipated land use changes that are consistent with the City's policy to accommodate significant growth within downtown.) This forecasting indicated that programmed roadway capacity projects in and around downtown are expected to provide an adequate vehicular level of service in 2030, while significant improvements are needed in pedestrian and bicycle facilities and transit service and facilities. Thus the plan update is not likely to include major roadway capacity projects but rather to embrace enhancements for modes other than driving alone. Enhancing these modes will provide synergy with GTEC trip reduction efforts. Funding in the City's adopted 2015-2021 Capital Investment Program will provide early implementation of Downtown Transportation Plan projects during this period (CIP PW-R-176). Crosswalk enhancements, new mid-block crossings, bicycle facilities, and transit passenger access amenities are planned, as well as improvement of access to new development and to the downtown light rail station planned to be adjacent to City Hall and the existing Bellevue Transit Center.

Land use changes will be guided by the City's [Downtown Livability Initiative](#). The Citizens' Advisory Committee for this project developed [recommendations](#) that will be considered by Council in 2016. Many of the recommendations relate to Design Guidelines changes to influence development to

create a functional, safe, aesthetically pleasing and vibrant downtown. The recommendations also include allowing increased building height and density in exchange for provision of exceptional amenities.

Regional transportation planning organization CTR plan review

Recommended

Not recommended

RTPO comments:

Commuter Trip Reduction Goals and Targets Worksheet: 2015-2019

September 2015

Jurisdiction: City of Bellevue

Goals, targets and other performance measures

State goals for the 2019/2020 survey period include an increase of non drive-alone travel (NDAT), and reductions of VMT and GHG. What are your percent targets for the 2019/2020 survey period?

	<u>2007-2008</u>	<u>Percent Change</u>	<u>2019-2020</u>
NDAT	36.8%	+16.3%	42.8%
VMT	11.4	-18%	9.4
GHG	11.4	-18%	9.4

Targets: Describe how targets were set for the goals.

NDAT:

The state's overarching state-level goal for NDAT (statewide) is to reach an absolute level of 40% non-drive-alone travel (NDAT) during this period.

At a statewide level, this is a six percentage point increase. Thus the state has directed jurisdictions choosing to utilize state goals and targets to increase their NDAT by six percentage points. The City of Bellevue has opted to utilize the state goals and targets as our own.

The state has provided a spreadsheet tool to help jurisdictions identify targets to match state targets. In this tool, the state calculated Bellevue's baseline NDAT as 36.8%, and target NDAT as six percentage points higher, or 42.8%. Thus these figures are shown above.

In terms of percent change, the NDAT increase translates to 16.3 percent (42.8% is 16.3% higher than 36.8%). Thus this is the figure identified above for "Percent Change."

VMT and GHG:

The state's overarching state-level goals for vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions are to reduce each by 18% by the 2019-2020 survey cycle.

The City of Bellevue has opted to utilize state targets as our own. Based on the state-level target of 18% reduction in VMT, the City is setting the same VMT reduction target of 18%. This would result in 9.4 VMT per person in the 2019-2020 survey cycle.

The state has opted to calculate the GHG target directly from VMT, and has directed jurisdictions to do the same. Thus the GHG target is 18%, or 9.4 VMT per person—the same as the VMT target.

Measurement: How will you measure progress toward your targets?

The City will measure progress toward the targets using the state-provided CTR survey instrument and surveying framework, as well as state-provided data processing services.

Other performance measures: What other types of TDM performance goals and targets has your jurisdiction established? What are you trying to accomplish? How will you measure progress toward those goals?

An update of Bellevue's [Comprehensive Plan](#) was adopted by City Council on August 3, 2015, with updated targets for percentage of commute trips by non-drive-alone mode. Specifically, the update includes 2035 commute non-drive-alone rate targets for downtown workers (65%), citywide workers (40%), and citywide residents (45%). These targets represent a change from previous Comprehensive Plan mode share targets, which comprised the percent of commute trips by drive-alone-mode for workers in five activity areas in the city, including downtown. The anticipated mechanism for measuring progress toward the updated targets is the U.S. Census American Community Survey. Since CTR workers are a subset of all city workers, CTR performance toward the targets will be monitored separately (and alongside) these Comprehensive Plan performance measures.

A 2015-2023 Bellevue TDM Plan is under development and anticipated for completion in late 2015. This plan will establish interim 2023 targets for the Comprehensive Plan's 2035 targets described above.