

CITY COUNCIL STUDY SESSION ITEM

SUBJECT:

Review of Transportation Commission's Final Recommendations on the Pedestrian and Bicycle Transportation Facility Plan Update and direction on adding the update to the 2008 Comprehensive Plan Amendment work program.

STAFF CONTACT:

Goran Sparrman, Director, 452-4338
Kevin O'Neill, Assistant Director – Long Range Planning, 452-4064
Franz Loewenherz, Senior Planner, 452-4077
Transportation Department

FISCAL IMPACT:

While there is no immediate fiscal impact to the City budget, some projects in the Pedestrian and Bicycle Plan update will likely be included in the updated 2008-2020 Transportation Facilities Plan and 2009-2015 Capital Improvement Program (CIP). At the time they are included in the CIP, additional cost information will be developed.

POLICY ISSUES:

Policies, projects, and network maps from the 1999 Pedestrian and Bicycle Transportation Plan are included in the Bellevue Comprehensive Plan. The network maps, list of prioritized projects, and policies in the Comprehensive Plan were revisited in the 2008 update of the Plan to assess their continued applicability and to propose modifications where necessary.

On September 11, the Transportation Commission completed its work on the Pedestrian and Bicycle Transportation Facility Plan Update policy framework, network maps, project lists, and project maps. The Council will be asked to provide direction to the Planning Commission to move forward with the Comprehensive Plan Amendment phase of this project as part of the 2008 CPA work program.

DIRECTION NEEDED FROM COUNCIL:

- Action
- Discussion
- Information

BACKGROUND/ANALYSIS:

Bellevue's Comprehensive Plan acknowledges that responding to anticipated growth in travel necessitates a multi-modal transportation approach that offers the public real choices about how they travel within, to, and through Bellevue. The City Council (and past Councils) have demonstrated a strong commitment to a multi-modal transportation system, including a robust pedestrian, bicycle, and trail network demonstrated by many policies supporting pedestrian and bicycle travel in existing plans (including the current and past Pedestrian and Bicycle Plan) and its investments in pedestrian and bicycle facilities throughout the city.

At its March 12, 2007 meeting, Council initiated the update to the 1999 Pedestrian and Bicycle Transportation Plan, as required by Comprehensive Plan policy (which states that the plan should be updated every five years). This update process included reviewing the Plan's policies, implementation strategies, and priorities to ensure they remain consistent with the City's current transportation needs, funding opportunities, and overall trends. This is the fourth Council briefing on the plan update process; previous presentations took place at the March 12, 2007, October 22, 2007, and March 24, 2008 Council meetings. On October 6, staff and a member of the Transportation Commission will review the Commission's final recommendations on the 2008 Comprehensive Plan Amendment.

The policy and facility recommendations referenced in the Pedestrian and Bicycle Transportation Facility Plan 2008 Comprehensive Plan Amendment are the product of extensive public outreach, background research, inter-agency coordination, and detailed field work. The policies, projects, and priorities for project implementation have been reviewed and endorsed by the Transportation Commission, which was charged by Council with overseeing the plan update and has met many times since March 2007 on the project. In early 2008, the Commission gave preliminary direction on amended policies (these were reviewed with Council on March 24, 2008). In spring/summer, the Commission endorsed an updated project list and priorities.

An on-going element of the Plan update included a robust public outreach effort. The public outreach effort included on-line surveys, focus groups, and outreach to citizens via public events and through the internet. The major conclusions of this effort can be summarized as:

- Connect "somewhere to somewhere" by conveniently serving the places where people live, work and play, and filling gaps in the bicycle and pedestrian network;
- Pedestrian and bicycle facilities should be developed in a manner that complements, not diminishes, the character and quality of Bellevue;
- An early, ongoing public involvement program is essential for success in Bellevue when implementing projects.
- Additional attention is needed to increase public awareness to "share the road."

In response to public feedback, the Plan update looks at existing opportunities and constraints to help develop a comprehensive walkway and bikeway system which will make it easier for pedestrians and cyclists to travel to their destinations. It is in this context that the Plan update being brought before the Council on October 6 is composed of a variety of different facility types aimed at appealing to pedestrians and bicyclists with varying levels of experience.

Amendments to the Comprehensive Plan are considered once a year, per the Growth Management Act. Except as otherwise permitted, all proposed amendments in any year are considered concurrently so that the cumulative effect of the various proposals can be determined. The Planning Commission is responsible for making recommendations to the Council on amendments to the Comprehensive Plan.

The Comprehensive Plan Amendments (CPA) related to the Pedestrian and Bicycle Transportation Plan update are proposed to be incorporated into the 2008 CPA work program which may be scheduled for action in January 2009. The Planning Commission has previously

been briefed on the proposed amendments and review is tentatively scheduled for October and November.

Amendments to the Comprehensive Plan related to the Pedestrian and Bicycle Transportation Plan update include:

- 1) Amend existing policies and add new policies in the Transportation Element of the Comprehensive Plan (Volume 1) to update the overall vision of realizing a robust, integrated non-motorized network. *[Available under separate cover]*
- 2) Replace Figure TR-11 (Pedestrian System) and Figure TR-12 (Bicycle System) in the Transportation Element of the Comprehensive Plan (Volume 1) with new network maps. *[Attachments 3 and 4 of this memo]*
- 3) Amend Policy UD-53 of the Urban Design General Element of the Comprehensive Plan (Volume 1) articulating the overall vision of implementing the Mountains-to-Sound Greenway concept. *[Available under separate cover]*
- 4) Amend Policy PA-21 of the Parks, Open Space and Recreation Element of the Comprehensive Plan (Volume 1) to make specific reference to the Burlington Northern Santa Fe (BNSF) trail system. *[Available under separate cover]*
- 5) Amend existing policies and add new policies in the Pedestrian and Bicycle Transportation Facility Plan of the Comprehensive-Plan (Volume 2) to update the overall vision of realizing a robust, integrated non-motorized network. *[Available under separate cover]*
- 6) Amend the project list and maps in the Pedestrian and Bicycle Transportation Facility Plan of the Comprehensive Plan (Volume 2) to ensure the plan update responds to current transportation needs. *[Attachments 1 and 2 of this memo]*

Attachment 5 shows all of the policies amendments outlined in bullet items 1, 3, 4, and 5 above . Council previously reviewed a version of this document at their March 24 meeting. Council was generally supportive of the policy direction and revisions recommended by the Commission.

NEXT STEPS:

At the October 6 meeting, Council may provide direction to the Planning Commission to proceed with the Comprehensive Plan Amendment process revisions outlined in the Pedestrian and Bicycle Transportation Facility Plan Update policy framework, network maps, project lists, and project maps. Staff will continue to provide Council and the Transportation Commission with updates and seek guidance on the 2008 Pedestrian and Bicycle Transportation Plan as the functional-level plan document is compiled later in the fall. We anticipate that the fall plan document will be ready for Council review and action in early 2009 as well.

ALTERNATIVES:

1. Proceed with the Comprehensive Plan Amendment process revisions outlined in the Pedestrian and Bicycle Transportation Plan Update policy framework, network maps, project lists, and project maps.
2. Provide alternative direction to staff.

RECOMMENDATION

Alternative 1.

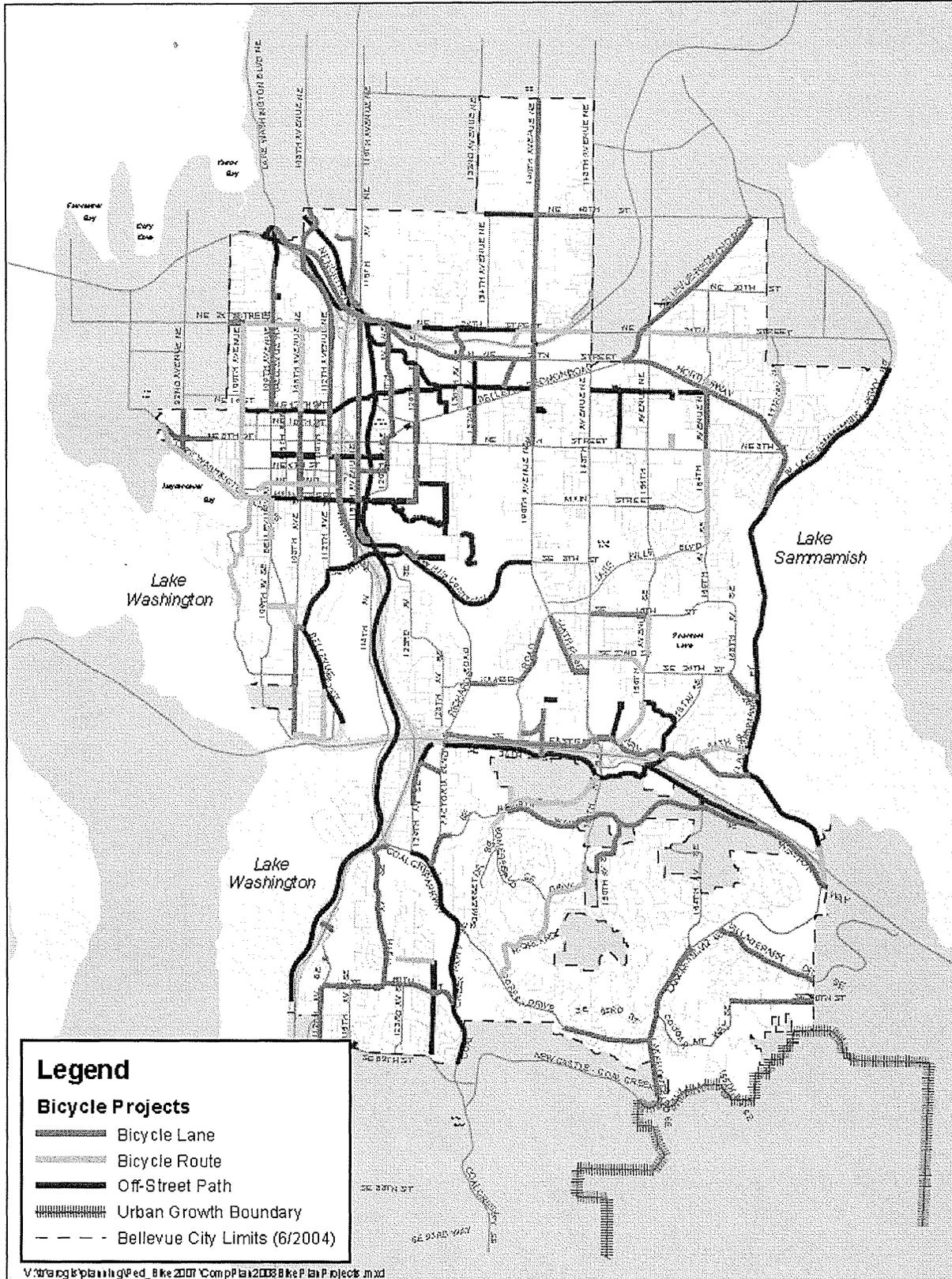
ATTACHMENTS

1. Bicycle Plan Projects Map
2. Pedestrian Plan Projects Map
3. Pedestrian Network Map
4. Bicycle Network Map
5. Draft Pedestrian and Bicycle Transportation Plan Policy Framework, (Transportation Commission; September, 2008)

AVAILABLE UNDER SEPARATE COVER:

1. Proposed Amendments to Comprehensive Plan (Volume I) text, policies, and network maps
2. Proposed Amendments to Comprehensive Plan (Volume II), Pedestrian and Bicycle Transportation Facility Plan text, policies, project lists, and project maps.
3. Pedestrian Projects Map
4. Bicycle Projects Map

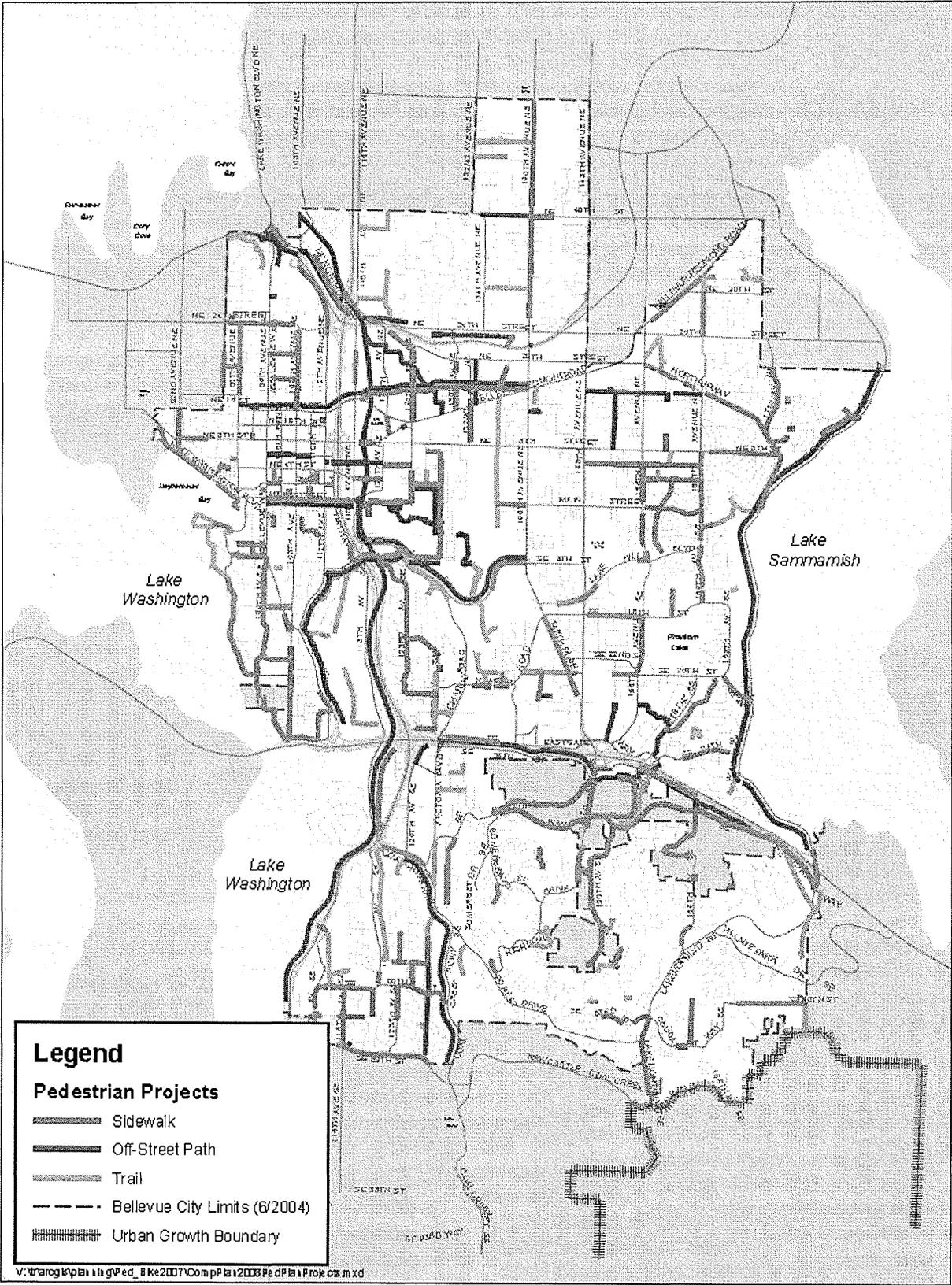
Attachment 1



Bicycle Plan Projects



Attachment 2



Legend

Pedestrian Projects

-  Sidewalk
-  Off-Street Path
-  Trail
-  Bellevue City Limits (6/2004)
-  Urban Growth Boundary

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Pedestrian Plan Projects



Attachment 3

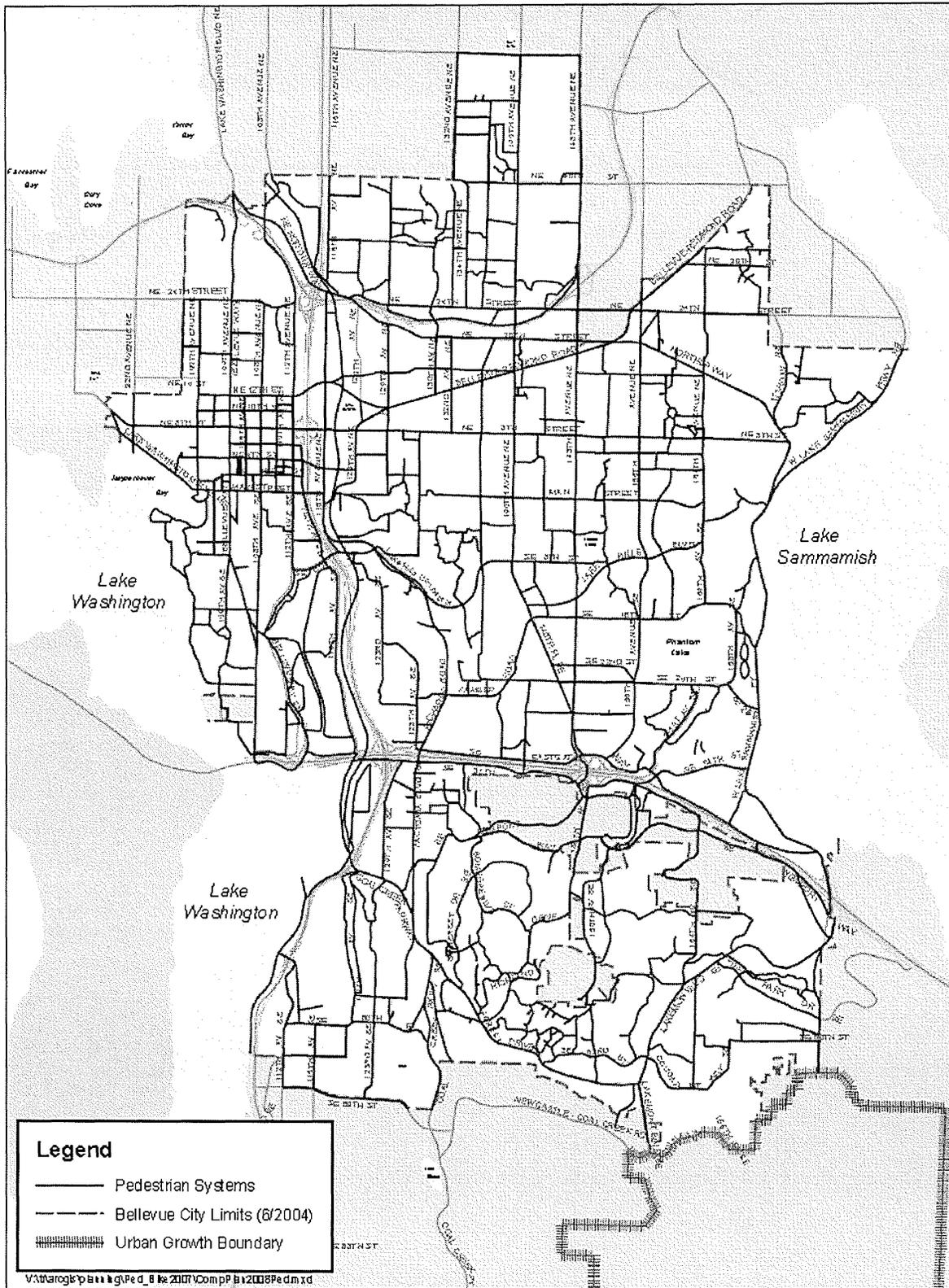


FIGURE TR-11
Pedestrian Network



Attachment 4

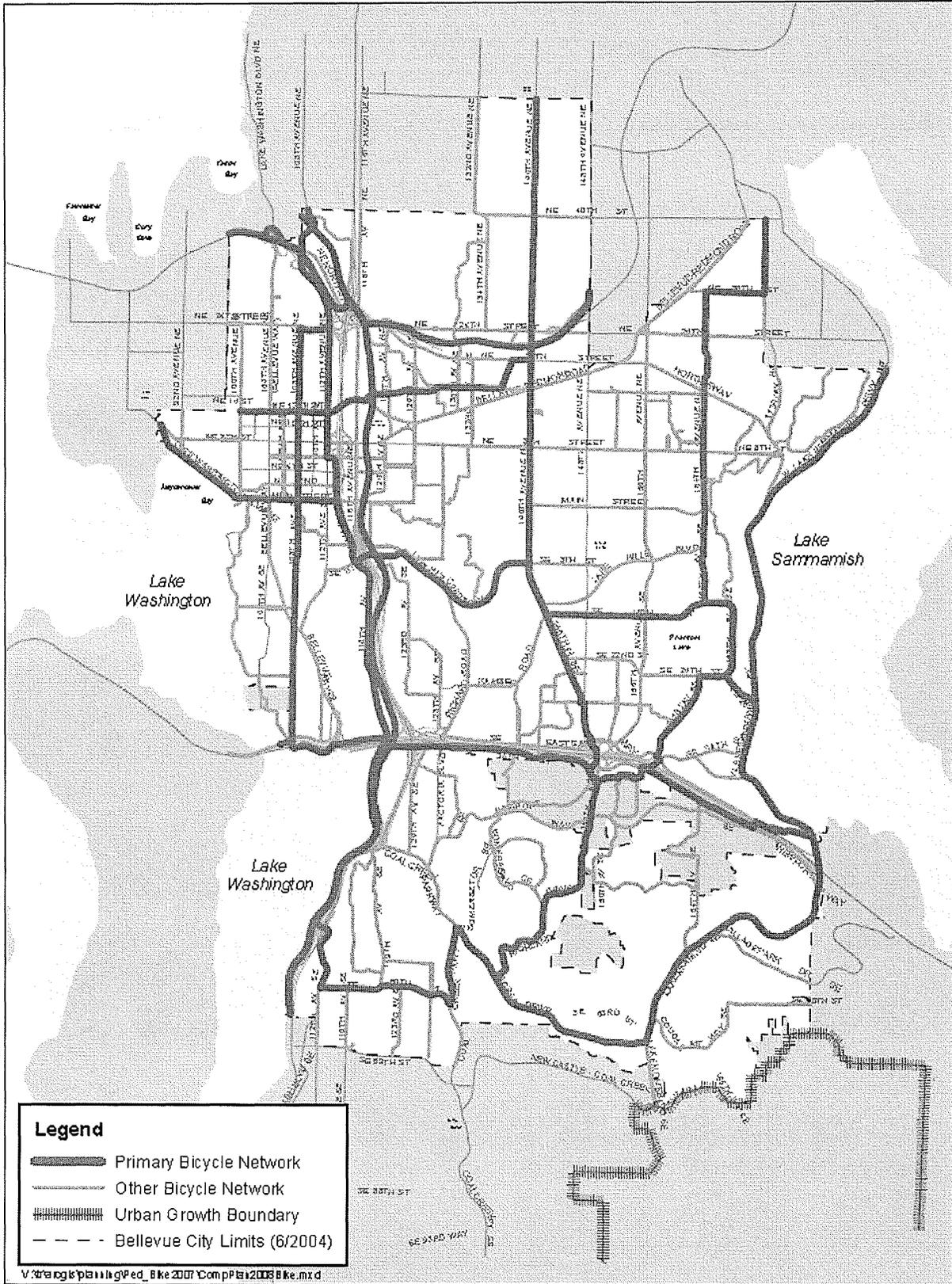


FIGURE TR-12
Bicycle Network



Attachment 5
Draft Pedestrian and Bicycle Transportation Plan Policy Framework
September, 2008

Overall Goals/Vision Policies

Goal:

Bellevue will, in collaboration with community stakeholders, plan, design, build, and maintain an integrated, comprehensive network of pedestrian and bicycle facilities to allow and encourage all residents, regardless of age or physical ability, to safely and conveniently walk or bicycle to destinations within their neighborhood, the city as a whole, and the greater Eastside and region. In doing so, the city will advance the following objectives:

- Provide transportation choices for those who can or wish to travel by foot or bicycle
- Improve health and fitness, and enhance recreational benefits
- Ensure that those in the community who cannot drive due to age, income or disability have mobility options
- Provide a safe and accessible street environment for all users
- Improve overall neighborhood livability
- Support and enhance public transit use
- Reduce air and noise pollution, energy use, and oil consumption
- Support economic development

Policies:

PB-1: Consider pedestrians and bicyclists as users in the planning, design, construction and maintenance of all roadway projects. Confirm project design process prior to implementation by coordinating the planning, development and funding of non-motorized systems with affected citizens, community councils, neighborhood associations, business groups, and other stakeholders.

PB-2: Upon update of the Pedestrian and Bicycle Transportation Plan in 2008, the City will focus on accomplishing a number of specific short and mid-term implementation objectives. Specifically:

- Within 10 years of plan adoption, implement at least two completed, connected, and integrated north-south and at least two east-west bicycle routes that connects the boundaries of the city limits, and connects to the broader regional bicycle system.
- Within 5 years of plan adoption, implement at least one completed and connected east-west and north-south bicycle route through Downtown Bellevue.
- Within 10 years of plan adoption, reduce pedestrian/vehicle and bicycle/vehicle accidents by 25 percent (from 2007 levels).
- Within 10 years of plan adoption, construct 25 more miles of sidewalks along arterial streets (including collector arterials) above 2007 levels.

- Within 10 years of plan adoption, increase trips by bicycle and foot by 10 percent (over 2007 levels).

TR-76: Promote and facilitate the effective use of non-motorized transportation.

PA-1: Establish a coordinated and connected system of open space and greenways throughout the city that provide multiple benefits including preserving natural systems, protecting wildlife habitat and corridors, and providing land for recreation.

System Policies

System:

TR-88: Recognize the importance of walking, jogging, bicycling, and equestrian activities as recreational pursuits, and provide adequate opportunities for such activities.

TR-94: Support multi-modal transportation solutions including non-motorized improvements that use the best available technologies and best practices, including state-of-the-art, innovative implementation tools and programs, including bike-sharing programs, that have been shown to be successful in other areas and are applicable to Bellevue.

LU-18: Adopt and maintain policies, codes, and land use patterns that promote walking to increase public health.

PB-23: Consider and evaluate Pedestrian and Bicycle System Maps, Project Maps and Project Lists shall be used as the basis for all in the planning, design, construction and maintenance of all roadway projects to ensure that Plan recommendations are weighed whenever there are competing demands for City right-of-way. Balance competing demands on City right-of-way by using the Bicycle System Map hierarchy for guidance.

PB-4: Secure public non-motorized easements or land dedications through the development review process, donation, tax deduction or exemption programs, or legal acquisition when the need is identified or supported by the Plan and involves close coordination with affected property owners. Consider each facility on a case-by-case basis, factoring in system connectivity, whether the facility is needed to fill a gap or complete a link within the overall system, and neighborhood notice and input prior to the design process. Also cross-reference with TR-84

PB-5: Acquire rights to private and utility trail systems and easements for public access, where feasible, provided that they are identified on the system and project maps, and provided that there has been close coordination with affected property owners prior to any acquisition. Consider each facility on a case-by-case basis, factoring in system connectivity, whether the facility is needed to fill a gap or complete a link within the overall system, and neighborhood notice and input prior to the design process

PB-6: Protect and ensure access to all public trail easements.

Network integration:

TR-77: Consider pedestrians and bicycles along with other travel modes in all aspects of developing the transportation system.

TR-24: Incorporate pedestrian and bicycle facility improvements into roadway projects, and incorporate transit/high-occupancy vehicle improvements where feasible.

TR-25: Provide for adequate roadway, pedestrian, and bicycling connections in newly developing and redeveloping areas of the city, promoting both internal access and linkages with the rest of the city.

TR-78: Implement the Pedestrian and Bicycle Transportation Plan by designing and constructing a safe and connected non-motorized transportation system.

PB-37: When reconstructing or reconfiguring a roadway or right-of-way, strive to maintain or improve existing pedestrian and bicycle non-motorized facilities.

PB-48: ~~Strategically place~~ Install wayfinding and route signs and provide maps and internet-based information to guide users through the pedestrian and bicycle systems.

Prioritization:

TR-79: Assign high priority to pedestrian and bicycle projects that:

1. Address safety issues;
2. Provide system connectivity or provide connections to the existing portions of the system to develop primary north-south or east-west routes;
3. Complete and connect planned pedestrian or bicycle facilities or trails;
4. Conform to and are consistent with Bellevue's roadway classification system;
5. Provide access to activity centers such as schools, parks, public facilities such as libraries and community centers, retail centers, major employment centers, and concentrations of housing; and commercial areas;
6. Provide accessible linkages to the transit and school bus systems; and
7. Serve concentrations of residents with special accessibility needs, including those who are challenged by: disability; a lack of vehicle ownership, low-income status, age, or minority status.

PA-13: Develop pedestrian and bicycle linkages between neighborhoods and major natural areas, recreation facilities, and education centers.

PB-5: ~~Identify and complete key missing pedestrian and bicycle links that serve the objectives identified in Policy TR-79.~~ (NOTE: Already covered in TR 79)

PB-69: ~~Enhance the coordination and working relationship~~ Coordinate with the public and private schools in Bellevue to continue developing and implementing recommended walking and bicycle routes that provide access to school bus stops, and pedestrian and bicycle connections to and through school properties.

Regional Coordination Policies

TR-85: Coordinate the planning, design and construction of pedestrian and bicycle facilities with other agencies where City of Bellevue corridors continue into neighboring jurisdictions, such as the Lake Washington Loop system.

TR-98: Work with state agencies to include non-motorized facilities when planning, designing and constructing enhancements to I-90 (east of I-405), I-405 and SR-520 (including non-motorized facilities on a replacement for the Evergreen Point floating bridge, and completing the connection between the bridge and the existing non-motorized trail).

PA-21: Coordinate with other jurisdictions, including state agencies and the Port of Seattle, in the planning and development of regional greenways, parks, cultural, and recreational facilities, including the Burlington Northern Sante Fe (BNSF) trail system.

UD-53: Integrate into the designs of frontage roads along the I-90 freeway corridor as contributors to the Mountain-to-Sound greenway concept. Give particular attention to multi-use trails, large scale landscaping, and pedestrian amenities

Accessibility/Special Needs Policies

TR-26: Address the special needs of physically challenged and disabled citizens in planning, designing, implementing, and maintaining transportation improvements, particularly non-motorized improvements, and other transportation facilities, and in delivering transportation services and programs, in accordance with the Americans with Disabilities Act (ADA). *Also cross-reference with TR-79 (Prioritization)*

Implementation Policies

Design.

- **PB-710:** Incorporate context-sensitive design for pedestrian and bicycle facilities. Project design decisions should reflect the following factors:
 - Relationship to or role in overall system mobility and connectivity
 - Intent and objectives of project
 - Type of bicycle or pedestrian facility, if applicable
 - Travel speed of roadway
 - Topography and other environmental factors
 - Cost
 - Neighborhood character and context and applicable subarea plan policies
 - Equestrian use
- **PB-811:** In the next subsequent updates of the Development Manual, incorporate guidelines for addressing that to separate sidewalks and walkways be separated from the roadway by a landscaping strip or drainage swale, where practical.
- **PB-912:** Enhance the ability of pedestrians to safely cross or avoid barriers by constructing pedestrian crossing improvements at intersections and midblock crossings where justified by a traffic engineering study.
- **PB-1013:** Adopt design standards to ensure that the bicycle system plan projects are coordinated and consistent in design, as appropriate based on neighborhood context and applicable subarea plan policies.
- **PB-1114:** Consider and mitigate, where possible, the impacts of neighborhood traffic calming devices on existing and proposed pedestrian and bicycle facilities.
- **TR-43:** Provide sufficient arterial right-of-way with sufficient width to limit air and noise pollution on adjoining properties, to permit landscaping, and to accommodate non-vehicular circulation. pedestrian and bicycle facilities, while considering neighborhood character and context.
- **UD-38:** Ensure continuous and ample sidewalks along principal, minor, and collector arterials which are integrated with abutting land uses.
- **UD-40:** Ensure that sidewalks, walkways, and trails are furnished, where needed and appropriate, with lighting, seating, landscaping, street trees, trash receptacles,

public art, bike racks, railings, handicap access, newspaper boxes, etc., without interfering with pedestrian circulation.

Development

- **PB-1415:** Address issues of non-motorized access and safety, through or around a site during construction or maintenance work within the right-of-way.
- **PB-1516:** Construct sidewalks on both sides of arterials or streets that serve transit, or are built in conjunction with new development. An alternative may be appropriate if terrain, lack of right-of-way or local conditions makes it prohibitive or undesirable. The type of pedestrian facilities on all other streets should be considered on a case by case basis.
- **PB-1617:** Consider interim sidewalks, paved walkways or trails as a means to provide pedestrian facilities when the funding for the ultimate project is not programmed or the location of the permanent sidewalks cannot be determined.
- ~~**PB-17:** Establish a uniform process for conditioning, securing, recording, filing, and marking non-motorized easements. (NOTE: Already covered in TR-84, below)~~
- **PB-18:** Internal pedestrian circulation systems shall be provided within and between existing, new or redeveloping commercial, multi-family or single family developments, and other appropriate activity centers, and shall conveniently connect to frontage pedestrian systems and transit facilities.
- **PB-19:** Work with private developers to ensure that future planned bicycle lanes and routes are not precluded by building placement and site design, and that buildings are set back adequately to allow for development of bicycle facilities designated in the Transportation Facilities Plan (TFP)
- ~~**PB-19:** Require new or redeveloping properties to provide bicycle parking and other facilities to encourage the use of bicycles. (NOTE: Covered in TR-14, below)~~
- **TR-14:** Require new development to incorporate physical features designed to promote use of alternatives to single-occupant vehicles, such as bicycle parking, showers, secure storage facilities, lockers, and related facilities.
- **TR-55:** Work with private developers and transit providers to integrate pedestrian and bicycle connections into residential, retail, manufacturing, ~~commercial~~, office, and other types of development.
- **TR-84:** Secure sidewalk and trail improvements and easements, and on-site bicycle parking and storage consistent with the Pedestrian and Bicycle Transportation Plan through the development review process.
- **TR-86:** Ensure that a safe, permanent, and convenient alternative facility is present prior to the permanent vacation of an off-street walkway or bikeway.
- **PA-25:** Retain and develop underdeveloped public right-of-way for public access and passive recreation where appropriate.

Access to Transit

- ~~**PB-12:** Increase the accessibility to transit by pedestrians~~
- ~~**PB-13:** Facilitate the use of transit by bicyclists. (NOTE: These two policies are covered by TR-54, below)~~

- **TR-54:** Work with transit providers to create, maintain, and enhance a system of supportive facilities and systems such as pedestrian and bicycle facilities, including secure bicycle parking.
- **TR-56:** Develop partnerships with transit providers to implement projects providing neighborhood-to-transit links that improve pedestrian and bicycle access to transit services and facilities.
- **TR-70:** Promote transit use and achieve land use objectives through transit system planning that includes consideration of:
 - A safe and accessible pedestrian environment, with restrictions on auto access;
 - Integrating multiple access modes, including buses, carpools and vanpools, bicycles and pedestrians;
 - Provisions for bicycles on transit vehicles; and
 - Access to regional destinations, including employment centers, residential concentrations, and major recreational facilities.
- **TR-80:** Encourage transit use by improving pedestrian and bicycle linkages to existing and future transit and school bus systems.
- **UD-49:** Design and coordinate the proximity of bike racks, wheelchair access, pedestrian amenities, and other modes of transportation with transit facilities.
Cross-reference with TR-26

Maintenance

- **TR-46:** Maintain and enhance safety for all users of the roadway network using measures such as the following:
 1. Maintain an accident reduction program to identify high accident locations in the city, evaluate potential alternative solutions and implement recommended changes;
 2. ~~Increase enforcement of~~ Enforce traffic laws, particularly speeding, and failing to make a full stop at red lights and stop signs;
 3. ~~Expand the use of~~ Employ traffic calming measures to slow vehicular travel speed along residential streets and to reduce cut-through traffic;
 4. Improve the opportunities for pedestrians to safely cross streets at intersection and mid-block locations;
 5. ~~Increase~~ Provide street lighting where needed and appropriate based on neighborhood context to improve visibility and safety while minimizing light/glare spillover onto adjacent parcels; and
 6. Minimize the number of driveways on all arterials to reduce the potential for pedestrian and vehicle collisions.
- **TR-82:** Minimize hazards and obstructions on the pedestrian and bicycle system by ensuring that the system is properly maintained. Allow different levels of maintenance for certain key linkages based on amount and type of use or exposure to risk.
- **TR-83:** Continue programs to construct, maintain and repair sidewalks. Periodically review standards for maintenance and repair and revise as appropriate.
- **PB-20:** The on-street and off-street transportation system should be designed and monitored to improve security and safety. Lighting, vegetation placement/removal, and police patrols are suggested methods to accomplish this.

- ~~PB-21: In conjunction with the Sidewalk Maintenance and Repair Program, notify abutting property owners of their responsibility to maintain sidewalks~~ Inform abutting property owners of their maintenance responsibilities for sidewalks, including pruning overhead and encroaching vegetation, sweeping debris, removing snow and eliminating temporary barriers such as parked vehicles, trash containers and recycling bins. Notify property owners that the City is responsible for repairs in the public right-of-way.
- ~~PB-22: Place a high priority on the maintenance of the pedestrian and bicycle system.~~ (NOTE: Covered in TR-82 above)

Education/Enforcement

- **TR-87:** Develop an effective “share the road/share the trail” concept for pedestrian and bicycle education programs for the motorized and non-motorized public.
- ~~PB-2322:~~ Establish a training and education program to increase the awareness of city staff about pedestrian and bicycle needs ~~including construction signing, maintenance needs, and increased technical expertise.~~
- ~~PB-2423:~~ Increase the level of enforcement of vehicular laws that protect pedestrians and bicyclists.
- ~~PB-2524:~~ Develop and implement an information program for bicyclists and pedestrians in Bellevue, and include bicycle and trails maps and other information reflecting the current system.
- ~~PB-2625:~~ Cooperate with the public and private schools, businesses, bicycle clubs and other interest groups to provide education programs on the benefits of pedestrian and bicycle facilities, and strategies to promote safe walking and riding skills and ~~the transportation and recreation opportunities of walking and bicycling.~~
- ~~PB-27:~~ Develop pedestrian and bicycle education programs for motorists. (NOTE: Covered in TR-87 above)

Plan Administration

TR-81: Provide adequate and predictable funding to construct and maintain pedestrian and bicycle capital projects as identified in the Pedestrian and Bicycle Transportation Plan.

PB-2826: Update and review the Pedestrian and Bicycle Transportation Plan every five years. The updates should consider the existing and future role of the single occupant vehicle in relation to non-motorized and public transportation modes, as well as newly annexed areas, areas experiencing unforeseen development and/or redevelopment, and other emerging issues.

PB-2927: Coordinate roadway and non-motorized projects to maximize construction efficiencies.

PB-3028: Periodically review and update the Mobility Management Matrix included in the Comprehensive Plan to ensure appropriate and achievable pedestrian and bicycle mobility targets.

PB-2729: Develop procedures to collect data in order to measure pedestrian and bicycle usage on an on-going basis.

PB-2830: Establish an inter-departmental Pedestrian and Bicycle Coordination Team that will work together to implement the City's Pedestrian and Bicycle Transportation Plan.