

**CITY COUNCIL STUDY SESSION ITEM**

**SUBJECT:**

Update on development of a successor agreement to the existing Bel-Red Overlake Transportation Study (BROTS) Interlocal Agreement.

**STAFF CONTACT:**

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**FISCAL IMPACT:**

There is no fiscal impact relating to this agenda memo. The current BROTS agreement contains several transportation projects, and cost-sharing arrangements between Bellevue and the City of Redmond. The updated agreement is expected to delete or amend some existing projects (and cost-sharing) and to identify potential new projects. The projects and costs will be outlined in more detail as work on the updated interlocal agreement continues.

**POLICY ISSUES:**

Tonight's Study Session is intended to update the City Council on work that has been undertaken in the last several months with staff from the City of Redmond to update the BROTS interlocal agreement. Last November, there was a joint meeting between the Bellevue and Redmond City Councils to provide updates about each cities' desired land use and transportation goals in the Bel-Red and Overlake areas, respectively, and consider framework principles that would guide the update of the existing BROTS agreement. These principles, provided in Attachment A, were adopted by both Councils in December.

Subsequent to adoption of the framework principles, staff from both cities have begun working on the update of the agreement. For purposes of tonight's briefing, staff is requesting that the Council discuss two specific questions:

1. How should projects in the existing BROTS agreement be addressed in the successor agreement?
2. What types of new transportation projects should be considered for the updated agreement?

Tonight's Council discussion will be particularly timely as a broader public engagement effort gets underway, which will have a special emphasis on East Bellevue, as described below.

**DIRECTION NEEDED FROM COUNCIL:**

Action  
 Discussion  
 Information

## **BACKGROUND/ANALYSIS:**

Redmond and Bellevue have a long history of interlocal coordination and cooperation in planning for the Bel-Red and Overlake (BROTS) area. In 1999, the two cities established the BROTS interlocal agreement, which provides for coordination of land use and the funding and construction of a specific number of transportation improvements in the BROTS area. Attachment B shows the location of the improvements in the current BROTS agreement and the study area boundaries.

During the past two years, Bellevue and Redmond have undertaken land use and transportation planning projects for the Bel-Red Corridor and Overlake areas, respectively. In part, these efforts are intended to update land use and transportation planning through the year 2030. Redmond adopted initial updates for Overlake in December 2007, and plans to adopt additional updates in 2008. Bellevue is targeting adoption of Bel-Red updates for fall 2008.

The updated planning work is anticipated to supersede a number of the assumptions underlying the existing BROTS agreement, including the timeframe (the current BROTS agreement includes a horizon year of 2012) and land use assumptions. This will create the need to adopt a successor agreement to BROTS, so that the two cities can continue to address transportation impacts that cross city borders.

On November 19, the two City Councils conducted a special joint meeting to discuss their respective planning efforts, issues of common interest, and framework principles for a successor interlocal agreement to BROTS. Subsequently both Councils adopted resolutions that contained these framework principles, which will guide development of the BROTS successor agreement. The Bellevue Council adopted Resolution No. 7665 on December 10, 2007.

### **Framework Principles**

The attached principles, as adopted by both cities, outline an interest by both cities to adopt a successor agreement that will continue and improve upon the coordination that has occurred under the existing BROTS agreement, while providing a simpler structure and process of administration than the existing agreement. The agreement frames how the cities will look at transportation projects that will be considered in the successor agreement. The principles state that “The Cities agree that the following technical analysis needs to be performed to identify the impacts of planned growth and development:

- Transportation modeling to test the efficacy of projects proposed to mitigate growth-related cross-jurisdictional traffic impacts; and
- Transportation modeling to identify the proportionate shares of cross-border trips associated with development in Bel-Red and Overlake.”

This framework relates to projects both in the current agreement that have not been completed, and to new project concepts. For Bellevue, these new projects will be focused in the East Bellevue area, which was not an area included in the 1999 BROTS agreement, but is an area anticipated to be affected by planned growth in the Overlake and Bel-Red areas. The framework principles stipulate that East Bellevue and impacted portions of Redmond would be added to the area covered by the successor agreement.

## **Project Concepts for the BROTS Successor Agreement**

### *Reconciliation of 1999 BROTS Projects*

Subject to the Framework Principles for the Bellevue-Redmond Successor Agreement, staff from both cities have, over the past several months, reviewed the status of the 45 projects included in the existing, 1999 BROTS Agreement. Bellevue is considered “Lead Agency” for 24 of the 45 projects, Redmond for 21. The Framework Principles support a simplified interlocal structure, carrying forward into the successor agreement only a distinct sub-set of this original project list. The staff team separated all projects into four categories, listed below:

1. Completed Projects - A subset of the Redmond projects in this grouping are physically complete but there remain outstanding invoicing issues. Outstanding issues include project cost increases and project scope changes which may require the action of both cities’ Councils to resolve, pursuant to the provisions of the current agreement.
2. No Longer BROTS Priority – The lead city may implement the project or a modified project but outside a BROTS successor agreement. In many cases, in Bellevue’s instance, a BROTS project will be incorporated in a new project identified as part of the Bel-Red planning work. Each city will need to state explicitly why a project is no longer considered as part of the BROTS successor agreement.
3. Project Implementation Underway – Project design, ROW acquisition and/or construction has been initiated OR a formal agreement has been executed with a private developer for project implementation.
4. Potential Project for BROTS Successor Agreement – Most of these projects will be located on or in the immediate vicinity of the Bellevue-Redmond city limit line. These projects will be evaluated for their continued value as mitigation of interlocal growth impacts through the BROTS successor agreement.

The future cost sharing arrangement for Category 4 projects and the incomplete phases of Category 3 projects may be determined through the development of the BROTS successor agreement.

Attachment B shows how all of the projects in the 1999 BROTS agreement have been designated based on the four categories noted above. Attachment C provides more information on each project.

### *Additional Projects in East Bellevue*

In looking at transportation mitigation projects that go beyond the scope of the projects noted above, staff from both cities have met over the past several months and reviewed model results for the 2030 time horizon. These incorporate updated land use assumptions for both cities, based on the newest Overlake and Bel-Red plans. Generally speaking, there are 6 broad categories of trips:

- Bellevue to Bellevue
- Redmond to Redmond
- Bellevue (Bel-Red) to Redmond

- Redmond (Overlake) to Bellevue
- Redmond (Overlake) to region
- Bellevue (Bel-Red) to region

Based on the framework principles, the focus of new projects in an updated agreement will be the latter two categories. This is a departure from the 1999 BROTS agreement, which focused on the 3<sup>rd</sup> and 4<sup>th</sup> categories, and to some extent on the latter two. The exceptions to this, as noted above, may be projects located right on the city borders, and where a joint project implementation may still make sense. Both cities have agreed, based on the framework principles, that transportation projects located in the Bel-Red and Overlake areas, specifically, will become the sole responsibility of each city to design, fund, and construct.

Reduced focus on the interlocal impacts of “Bellevue to Redmond” and “Redmond to Bellevue” trips makes sense. These trips represent the role of each city’s employment area in providing a job location for residents of the neighboring city. If these jobs were not located nearby (in the adjacent city) the trips would not go away. They would just move elsewhere, possibly farther out in the region, with even greater transportation impacts. For this reason, each city shares roughly equal responsibility for these types of trips—those where one end of the trip occurs in each of the cities. On the other hand, the “Redmond to Region” and “Bellevue to Region” trips represent an impact one city’s employment is having on the other city, with no off-setting benefit or relationship to its impacted neighbor. These types of trips—those with a trip end in only one city—are a proper focus for interlocal mitigation.

#### Potential East Bellevue Mitigation

As noted, the framework principles stipulate that East Bellevue would be the area in Bellevue where transportation impacts that cross city boundaries would be analyzed. In developing transportation mitigation ideas for East Bellevue that could be included in the successor agreement, staff has been driven by several broad objectives, including:

- Minimizing PM peak hour period single-occupant vehicle (SOV) trips on minor and collector arterials in the East Bellevue area, to the extent possible, and maximizing use of other modes;
- Avoiding general purpose lane widening on north-south arterials serving East Bellevue (140th Avenue NE, 148th Avenue NE, 156th Avenue NE, 164th Avenue NE, and West Lake Sammamish Parkway), based on the policy direction in the East Bellevue Transportation Plan, and previous input from the East Bellevue community;
- Directing “regional” trips (i.e., trips that do not have a destination in Bellevue or Redmond) to the regional transportation system; and
- Protecting neighborhoods from through traffic impacts.

Staff has been working over the past several months to identify transportation projects and other improvement ideas that could be part of the successor BROTS agreement. These ideas fall into the following broad categories:

- *Transit:* Develop a bus rapid transit (BRT) route, with frequent service, to make transit a more attractive option for both regional commuters and Bellevue commuters who work in the Overlake area. General routing would be from the Eastgate Park-and-Ride garage up

148th to NE 8th, than over to 156th and up to Overlake. Transit options would be consistent with the contemplated Bellevue to Redmond RapidRide system, expected to begin service in 2011. A map showing a conceptual alignment is provided in Attachment D.

- *Transportation Demand Management:* Transportation Demand Management, or TDM, is a combination of techniques intended to minimize SOV trips, generally to/from large employment sites. TDM techniques could include mode split goals for both the Bel-Red and Overlake areas and parking maximums or other programs designed to minimize parking (and therefore driving) to major employment sites.
- *Non-motorized Improvements:* Bellevue is in the process of updating the Pedestrian and Bicycle Transportation Plan. The plan update has identified several potential east-west and north-south bicycle corridors, some of which run north-south through the East Bellevue area, and would connect Eastgate park-and-ride and East Bellevue neighborhoods to the Overlake employment area.
- *Channelization Strategies:* Channelization focuses on existing streets in East Bellevue to consider whether movement along any of those streets could be changed to improve overall traffic flow. These types of strategies include traffic signal modifications, restricting turning movements (for example, along 148th), and even ideas such as reversible lanes for high occupancy vehicle (carpool or vanpool) or transit (northbound in the morning, southbound in the evening).
- *Neighborhood Livability:* Continued growth in Bellevue, Redmond and areas outside the two cities, under any growth scenario, is expected to have adverse impact on north-south arterials in East Bellevue. Mitigation identified in the subsequent BROTS agreement could focus not only on mobility improvement, but also on potential neighborhood enhancements, such as increased traffic calming measures and sidewalk/streetscape enhancements.

These, and other ideas, will be reviewed with the community over the next several months, in order to develop a more detailed list of projects and actions that would ultimately be in the successor agreement. The proposed public process is outlined below.

### **Proposed Public Participation Process**

Public outreach will respond to direction in the successor Framework Agreement that addresses transportation impacts across city boundaries outside of the BROTS Interlocal study area. The public outreach objectives are twofold: 1) serve as the means to collect meaningful community comment on the proposed Interlocal Agreement from the East Bellevue study area, and in particular, preferences for East Bellevue improvement projects; and 2) keep that same community informed of the review progress and outcome. The public outreach program will occur within the timeframe agreed to in the framework principles, which contemplates the new agreement being completed by the end of 2008. It will also coordinate with other City outreach efforts, including outreach on the balance of the Bel-Red corridor implementation effort, to avoid duplication where possible.

The outreach program will reflect Citizen Participation goals in the Comprehensive Plan, where proposed land use changes that respond to the interests and changing needs of the entire city are balanced with the interests of the neighborhoods most directly impacted by the project (CP-2); public involvement programs are prepared that are tailored to effectively and efficiently involve the public in major Plan revisions (CP-7); and where a number of forums are utilized along with

newer technologies such as the Internet and email to facilitate citizen participation in the planning process (CP-8).

The program will engage successful techniques used in other East Bellevue transportation and neighborhood investment initiatives such as news releases, advertising in the *Bellevue Reporter*, stories in *It's Your City*, public service announcements on BTV or the web, and direct mail. The framework for public outreach will include:

- Initial outreach with an information table at the May 15 “Spring Forward Expo – Projects Affecting Your Future” open house.
- Survey the community by mail and through participatory electronic response meetings. Survey results will be used to clarify impacts and to measure response to mitigation proposals.
- Develop a Web site and create an email address as an information and status repository, and electronic contact tool, respectively.
- Engage specific area stakeholders in information exchange and feedback. Stakeholders include knowledgeable individuals, groups and neighborhood associations.
- Use the Transportation Commission review process to consolidate timely input back to the proposed Interlocal Agreement process.

Staff's intent is to solicit and receive broad feedback from the East Bellevue community about which potential BROTS mitigation project approach is considered the best fit for East Bellevue neighborhoods.

**ALTERNATIVES:**

- 1) Continue working internally and with the City of Redmond on identifying transportation mitigation ideas, focusing on projects on the city boundaries between the two cities (many of which were identified in the 1999 BROTS agreement) and improvements in East Bellevue. Engage the East Bellevue neighborhood in a public process around potential mitigation ideas in the coming months.
- 2) Provide alternative direction to staff.

**RECOMMENDATION:**

Staff recommends Option 1.

**ATTACHMENT(S):**

- A. Framework Principles adopted by both City Councils in December, 2007
- B. Map of area covered by existing BROTS agreement and location and status of projects
- C. Spreadsheet with information about 1999 Bellevue BROTS projects
- D. Map showing conceptual transit alignment in East Bellevue

## ATTACHMENT A

### FRAMEWORK FOR A BELLEVUE-REDMOND SUCCESSOR AGREEMENT Adopted as part of Resolution 7665 in December, 2007

#### PREAMBLE

The following principles are intended to guide development of a successor agreement to BROTS, the interlocal agreement between Bellevue and Redmond (Cities) that provides for the coordination of land use and transportation between the two cities related to the Bel-Red and Overlake areas. The assumptions behind the existing BROTS interlocal agreement are being superseded by newer planning work that has been conducted by each city. It is in both cities' interests to adopt a successor interlocal agreement that will continue and improve upon the coordination that has been taking place under the BROTS agreement. With approval of this Framework, the cities are establishing their intent that a successor interlocal agreement should be adopted based on the following principles.

#### PRINCIPLES

##### Cooperative Planning and Advocacy

- The Cities commit to cooperative planning to accommodate each city's desired growth and development in the Overlake/Bel-Red area and to develop strategies and funding mechanisms to mitigate development impacts that cross jurisdictional boundaries.
- The Cities will jointly advocate for regional, state and federal investment in support of projects and strategies included in the successor BROTS agreement.
- The Cities will also jointly advocate for regional, state and federal investment in support of regional transportation projects that are integral to supporting the needs of the BROTS area.

##### Growth Caps

- The current commercial growth caps provided in the existing BROTS Interlocal Agreement will apply through 2012 (unless superseded by the successor Agreement), and growth up to the caps is not affected by these principles.
- It is the intent of the Cities that a new commercial growth cap beyond 2012 for Bel-Red and Overlake will be included in the successor agreement
- It is the intent of the Cities to phase commercial growth as transportation services/ facilities are put in place.

##### Identification of Impacts

- The Cities agree that the following technical analysis needs to be performed to identify the impacts of planned growth and development:
  - Transportation modeling to test the efficacy of projects proposed to mitigate cross-jurisdictional traffic impacts; and
  - Transportation modeling to identify the proportionate shares of cross-border trips associated with development in Bel-Red and Overlake.
  - The details of this technical analysis will be mutually agreed upon by the two Cities.
- Each city will be responsible for 50% of the cost of any additional mutually agreed upon technical analysis and outside legal assistance needed to draft the agreement. Either city can perform and fund additional technical analysis as desired.

- The BROTS Interlocal Agreement scope will be expanded in the proposed successor agreement to address transportation impacts that cross city boundaries outside of the study area, to include East Bellevue and impacted portions of Redmond.

### **Mitigation Strategies/Projects**

- Subject to the results of the technical analysis, both cities have an interest in updating the BROTS transportation project list to determine if currently identified projects are still desired or should be removed and the funds redirected to alternative mobility solutions. The intent is to explain the rationale as to why any projects targeted for removal are no longer needed, or have been superseded by new projects.
- Each city will be responsible for implementing transportation projects specific to its city. Implementation means design, construction and funding.
- Each city will take necessary actions to monitor and meet its set mode split targets.
- The Cities commit to work together to develop key specifically designated traffic mitigation projects to address transportation impacts crossing jurisdictional boundaries. Each city is responsible for final selection, design and construction of these projects within its jurisdictional boundary.
- These designated mitigation projects will be incorporated into the successor BROTS agreement.
- The Cities commit to jointly establish a cost sharing agreement to fund these designated mitigation projects that is informed by transportation modeling, demonstrating each city's proportionate share of cross-border benefits and impacts.

### **Funding strategies/Commitments**

- Any exchange of funds between the two cities to jointly fund projects will use a single, mutually agreed upon method to account and distribute funds.

### **Review**

- The interjurisdictional transportation review process set out in the current BROTS agreement should be streamlined to eliminate review of individual projects, changes to concurrency systems and project delivery.
- The Cities agree to include a process in the successor BROTS agreement for review of proposed land use or zoning changes that exceed adopted Comprehensive Plans and codes.

### **Implementation of Plans**

- The Cities agree to establish a schedule which emphasizes proceeding immediately to develop the successor BROTS agreement based on the principles set forth in this Framework.
- The Cities commit to adopt the successor BROTS agreement preferably by August 2008 and in any event no later than December 2008. Given this commitment, the Cities agree that Comprehensive Plans and code amendments can be adopted at any time. It is the intent of both cities that the commercial floor area permitted shall not exceed that allowed by the existing BROTS Agreement until the successor agreement is adopted by both cities, as long as both Cities agree that progress is being made in negotiations on the successor agreement.

### **Timeframe for new Agreement**

- The Cities intend that the term of the successor BROTS agreement will be through 2030, with an interjurisdictional meeting and brief update occurring annually, and a report every 5

years. Defined phases in the agreement should correspond with each city's transportation facilities plan.



1999 BROTS Project Status Categories

BROTS Proj. #	Location	BROTS ILA Project Description (1)	BROTS ILA Project Cost (2) (\$000)	Comments
BEL-BROTS-48.1	120th Ave NE/NE 8th St	Provide 3 NB approach lanes by converting 1 of 2 SB lanes.	884	
BEL-BROTS-49	140th Ave NE/NE 20th St	Add 2nd EB LT, 2nd WB LT, and SB RT lanes.	2,608	
BEL-BROTS-66	134th Ave NE/Bel-Red Rd.	Install signal.	384	
BEL-BROTS-67	156th Ave NE	Add TWLT lane from NE 20th to NE 24th St.	3,323	
BEL-BROTS-25.2	140th Ave NE/NE 24th St	Add 2nd WB LT lane.	1,272	
JOINT-BROTS-28	148th Ave NE/NE 29th Pl	Add SB Thru and 2nd WB LT lanes; channelize yield for WB RT lane; convert EB RT to shared RT/LT lane.	1,651	
BEL-BROTS-46.2	NE 29th Pl - west of 148th Ave NE to NE 24th St	Extend NE 29th Place to NE 24th St. as 2/3 lane road; install signal at NE 24th St. Provide 2 SB RT lanes at NE 24th St. Prohibit SB LT at NE 24th St.	4,600	Four BROTS projects implemented as single COB CIP project (NE 29th Place Connection).
BEL-BROTS-57.2	NE 24th St	Widen NE 24th St. to 4 lanes from east of NE 29th Pl. to 140th Ave NE. Provide 2 WB lanes, 1 EB lane and a TWLT lane.	1,833	
<b>SUBTOTALS:</b>			16,555	
BEL-BROTS-18.1	120th Ave NE/NE 12th St	Add SB RT lane.	404	Project would be superseded by proposed improvement to 120th Avenue NE in Bel-Red Corridor Plan.
BEL-BROTS-19	116th Ave NE/NE 12th St	Add NB RT lane.	1,396	Project would be superseded by proposed improvement on 116th and new proposed NE 15th/16th Street in Bel-Red Corridor Plan.
BEL-BROTS-20.2	124th Ave NE/Bel-Red Rd	Add SB RT lane.	939	Project would be superseded by proposed improvement to 124th Avenue NE in Bel-Red Corridor Plan.
BEL-BROTS-21	132nd Ave NE/Bel-Red Rd	Add SB RT lane.	404	Project not anticipated to be needed based on updated analysis in the Bel-Red Corridor Project.
BEL-BROTS-24.1	156th Ave NE/Northup Wy	Add 2nd NB LT lane and EB thru lane extended 800 ft east of 156th Ave NE (plus transition).	2,621	Project not anticipated to be needed based on updated analysis in the Bel-Red Corridor Project.
BEL-BROTS-26	130th Ave NE/NE 20th St	Add SB RT and WB RT lanes.	2,227	Project not anticipated to be needed based on recommendations in the Bel-Red Corridor Project.
BEL-BROTS-63	156th Ave NE - Bel-Red to NE 20th St	Add a 3rd SB thru lane between Bel-Red Rd and NE 20th St.	3,639	Project not anticipated to be needed based on updated analysis in the Bel-Red Corridor Project.
BEL-BROTS-65	130th Ave NE - Bel-Red Rd to NE 20th St	Add TWLT lane and curb, gutter and sidewalks on both sides where missing.	517	Project would be superseded by proposed improvement to 130th Avenue in Bel-Red Corridor Plan.
BEL-BROTS-71.1	136th Ave NE - NE 16th St to NE 20th St	Upgrade to two-lane urban standards.	2,213	Project would be superseded by proposed improvement to 136th (as part of NE 15th/16th Street extension) in Bel-Red Corridor
BEL-BROTS-78	130th Ave NE/Bel-Red Rd	Add 2nd SB RT lane and a WB RT lane.	1,595	Project would be superseded by proposed improvements to 130th Avenue NE in Bel-Red Corridor Plan.
<b>SUBTOTALS:</b>			15,955	
<b>Completed Projects</b>				
<b>No Longer BROTS Priority - Lead City May Implement Project or Modified Project Outside BROTS ILA</b>				
<b>Bellevue Led Projects</b>				

1999 BROTS Project Status Categories

Bellevue Led Projects		Underway - Cost Sharing Arrangement TBD		Project or Modified Project for Inclusion in New ILA		Potential BROTS III Priority - Consider	
BEL-BROTS-15.1	124th Ave NE/Northrup Wy	Add NB RT, EB RT, and EB thru lanes; convert WB RT lane to WB RT/thru lane.	1,552	REMAINS BROTS PRIORITY - Two projects combined as single CIP Project; - Improvements assumed in Bel-Red EIS; - Project design & ROW phases completed in 2004 - After deferment, construction now scheduled to begin in fall 2008; - Redmond share of remaining cost over \$1.1 million, 21.1% (\$830K in CIP budget; administrative adjustment allowed); - Projected completion in late 2009.  FUTURE COST SHARING ARRANGEMENT TBD.			
BEL-BROTS-75	Northrup Wy - 120th Ave NE to 124th Ave NE	Add 2nd EB thru lane.	3,322				
SUBTOTALS:			4,874				
JOINT-BROTS-50.1	148th Ave NE/NE 20th St	Add 2nd WB LT and 2nd EB LT lanes.	1,993	- Project located on City limit line; - Bel-Red Plan also recommends 2nd NB LT, 2nd SB LT, SB RT, and WB RT lanes; - Revised total cost estimate: \$6.7 million			
BEL-BROTS-51.2	148th Ave NE/Bel-Red Rd	Add EB RT and 2nd WB LT lanes.	2,117	- Project located immediately south of City limit line but intersection improvements and operations must be closely coordinated with JOINT-BROTS-50.1 (above); - Bel-Red Plan also recommends 2nd EB LT and WB RT lanes; - Revised total cost estimate: \$14.3 million			
JOINT-BROTS-52	Bel-Red Rd/NE 20th St	Add SB RT lane; convert WB lanes to provide LT, LT/thru and thru/RT lanes.	1,012	- Project located on City limit line; - Revised total cost estimate: TBD			
JOINT-BROTS-53.1	Bel-Red Rd/NE 24th St	Add SB RT and NB LT lanes. Provide protected phasing for NB LTs. Prohibit SB LTs.	1,890	- Project located on City limit line; - Revised total cost estimate: TBD			
SUBTOTALS:			7,012				
BELLEVUE TOTALS:			44,396				

NOTES:

1. "ILA" refers to the BROTS Interlocal Agreement, approved and executed by the Redmond and Bellevue City Councils on Sept. 30, 1999.
2. "BROTS ILA Project Cost" refers to project cost estimates included in the Agreement. These cost estimates remain in 1998\$.

# Attachment D DRAFT Conceptual North-South Bus Rapid Transit Route

