

City of
Bellevue



Transportation Commission Study Session

DATE: March 3, 2016
TO: Chair Lampe and Members of the Transportation Commission
FROM: Michael Ingram, Senior Transportation Planner
SUBJECT: Launch of initiative to review City requirements for Transportation Management Programs at large real estate developments

DIRECTION REQUESTED

- Action
- X Discussion
- X Information

Staff will brief the Transportation Commission on a new initiative to review city requirements for Transportation Management Programs at large real estate developments. Commission feedback is sought on the proposed project scope and elements of analysis.

BACKGROUND

Bellevue City Code section 14.60.070 (Attachment 1) requires new buildings meeting certain thresholds for size and category of use to develop and implement automobile trip reduction programs directed to tenant employees, in order to reduce transportation impacts related to development. Required elements of these Transportation Management Programs (TMPs) vary according to building size and use but often include features such as distributing transit and ride-sharing information, designating a transportation coordinator, providing preferential parking for carpools, providing financial incentives for commuters and setting up a "guaranteed ride home" program. An additional overlay of requirements applies to office buildings in downtown (BCC 14.60.080) which includes a performance standard (35% reduction in drive-alone commuting to a building over a 10-year period) and additional programmatic elements. There is also provision in the Medical Institution District section of the Land Use Code (BCC 20.25J.050) for a TMP to be required at development in this area; the TMP may be per the requirements of BCC 14.60.070 or based on a performance standard and program features established as needed to attain the designated performance standard.

The current City requirements for Transportation Management Programs (BCC 14.60.070, 14.60.080) have been in place since 1995 (the Medical Institution District provision was established in 2005). Certain programmatic requirements are becoming dated (e.g., providing printed transit and rideshare materials in building lobbies) or have proven difficult to comply with in practice (e.g., providing a monthly \$15 bus pass subsidy to tenant employees who use

transit). In addition, the performance target for 35% reduction in drive-alone commute trips by building workers—which applies to office uses in Downtown—is proving difficult to achieve in practice (at least in the 10-year timeframe specified in the current city code). The contribution of TMP activities to the overall reductions in drive-alone commuting that have occurred in Bellevue is unclear and there is need for relevant TMP performance metrics that can link to broader city targets.

There are currently 56 buildings that have TMP agreements on record (see Attachment 2 map). A little over half of these have been established under provisions of the current code. Of the remainder, some were established under earlier code provisions (adopted in 1987) or as mitigation for impacts identified in SEPA analysis (generally for buildings developed in the early to mid-1980s). A few have been established under other arrangements, e.g., via concomitant agreements or as negotiated arrangements to address conditions specific to particular projects.

City monitoring of compliance with TMP conditions was limited and sporadic in the 1980s, 1990s and early 2000s. Starting in 2005, the city began conducting commute surveys at buildings with performance targets and in 2007 began monitoring implementation of programmatic requirements at TMP-affected office buildings in Downtown. Starting in 2009, the city began regular, biennial monitoring of TMP implementation at buildings citywide, with the exception of residential buildings (where TMP requirements are limited to posting rideshare and transit information and the administrative burden of seeking reports was deemed to outweigh the benefit of tracking compliance). Since 2011, the City has contracted with the King County Metro Business Services group to conduct the outreach to TMP-affected buildings. Although city monitoring of TMP implementation was limited throughout the 1990s and into the early 2000s, many TMP-affected buildings in Downtown maintained contracts for TMP implementation with the TransManage service of the Bellevue Downtown Association and programmatic activities at buildings continued at a fairly consistent level throughout this period.

City staff worked with the Transportation Commission in 2009 to review city requirements for TMPs. An approach that expanded performance targets to office uses citywide and offered more flexibility in implementation (a “menu of options”) was recommended. Review of this earlier work will be included in the current initiative.

INFORMATION

At the Commission meeting on March 10, staff will provide an overview of the proposed process for reviewing City requirements for Transportation Management Programs. Anticipated elements of the initiative include:

- Review of compliance with requirements at buildings currently affected by TMP conditions
- Review of any alternative or additional strategies that are in use at TMP-affected buildings

- Determine, to the extent feasible, the effectiveness of existing TMPs in reducing transportation system impacts of affected buildings
- Identify/evaluate similar requirements in place at other local jurisdictions
- Solicit stakeholder input, including from managers of TMP-affected buildings
- Develop alternatives for code revision
- Recommend an alternative for consideration by the City Council.

NEXT STEPS

Staff will refine the elements of the initiative to respond to comments received from Commissioners and pursue the TMP review per the initiative workplan. The next Commission meeting at which this initiative is scheduled is May 12.

The target timeline is to provide a recommendation for TMP code revisions to the City Council in September.

If you have questions or need additional information prior to the meeting on March 10, please contact me at 425-452-4166 or mingram@bellevuewa.gov.

ATTACHMENTS

1. Bellevue City Code sections 14.60.070; 14.60.080; 20.25J.050.
2. Existing TMP-affected buildings (map)

14.60.070 Transportation management program.


- A. The owner of property upon which new structural development is proposed shall, prior to any initial occupancy of any building, establish a transportation management program (TMP) to the extent required by subsection E of this section and in accordance with the provisions thereof.
- B. Existing structures are not subject to the requirements of this section except where a substantial remodel is proposed.
- C. The director shall specify the TMP submittal requirements, including type, detail, format, methodology, and number of copies, for an application subject to this section to be deemed complete and accepted for filing. The director may waive specific submittal requirements determined to be unnecessary for review of an application.
- D. For the purposes of this section, the term “employees” includes all on-site workers in buildings subject to the requirements of this section.
- E. The owner of any property for which a TMP is required shall include those components identified as requirements on the following Transportation Management Program Requirements Chart. The chart identifies the total gross square footage (for one or more structures) at which specific requirements become applicable. The requirements identified on the chart are described in subsection F of this section.

TRANSPORTATION MANAGEMENT PROGRAM REQUIREMENTS

Programmatic Requirement (1)	Office & High Technology Light Industry (2)	Mftng/Assembly (other than High Tech)	Professional Services/Medical Clinics & Other Health Care Services	Hospitals	Retail/ Mixed Retail/ Shopping Centers	Residential: Multiple Family Dwellings	Mixed Uses (3)
No requirements	Less than 30,000 gsf	Less than 50,000 gsf	Less than 30,000 gsf	Less than 80,000 gsf	Less than 60,000 gsf	Less than 100 units	(4)
Post information (See subsections (F)(1)(a) and (b))	30,000 gsf and over	50,000 gsf and over	30,000 gsf and over	80,000 gsf and over	60,000 gsf and over	100 units and over	(4)
Distribute information (See subsection (F)(2))	30,000 gsf and over	50,000 gsf and over	30,000 gsf and over	80,000 gsf and over	N/A	N/A	(4)
Provide transportation coordinator (See subsections	50,000 gsf and over	150,000 gsf and over	50,000 gsf and over	80,000 gsf and over	150,000 gsf and over	N/A	(4)

(F)(3)(a) and (b))							
Provide preferential parking (See subsections (F)(4)(a), (b) and (c))	50,000 gsf and over	150,000 gsf and over	50,000 gsf and over	80,000 gsf and over	150,000 gsf and over	N/A	(4)
Provide financial incentive (See subsection (F) (5))	50,000 gsf and over	150,000 gsf and over	50,000 gsf and over	80,000 gsf and over	N/A	N/A	(4)
Provide guaranteed ride home (See subsection (F) (6))	50,000 gsf and over	150,000 gsf and over	50,000 gsf and over	80,000 gsf and over	N/A	N/A	(4)

Footnotes to Transportation Program Requirements Chart:

- (1) Specific actions that the owner of the property must take to mitigate parking and traffic impacts.
- (2) Excluding medical clinics and other health care services.
- (3) Other than mixed retail.
- (4) Requirements for mixed uses will be determined on a project basis as described in subsection (G)(1) of this section.

F. As indicated on the Transportation Management Program Requirements Chart, the property owner shall:

1. Post Information.

- a. Post ridesharing and transit information from Metro or other approved sources in a visible central location in the building, such as the lobby or other public area near the major entrance to the building on a continual basis. This requirement applies to each building in a building complex.
- b. All posting materials required by the Transportation Management Program Requirements Chart must be provided by a source approved by the director.

2. Distribute Information. Distribute ridesharing and transit information from Metro or other approved sources annually to all tenants and employees and to new tenants and new employees. Such information must identify available ridesharing and transit services.

3. Provide a Transportation Coordinator.

- a. The coordinator shall publicize the availability of ridesharing options, provide reports to the city (see subsection I of this section), act as liaison to the city, and provide ridesharing matching assistance in conjunction with Metro or a private system sponsored by the property owner as approved by the city.

b. The property owner must provide the transportation coordinator's name to the city. The coordinator must be available for meetings and training sessions conducted by the city or other agency approved by the city.

4. Provide Preferential Parking.

a. Provide specially marked parking spaces in a preferential location between 6:00 a.m. and 9:00 a.m. for each registered carpool and vanpool in which tenants and their employees participate. A preferential location includes proximity to the building and covered parking when possible.

b. Preferential parking must be enforced and monitored through on-site inspection at least three mornings a week.

c. To facilitate monitoring, carpools and vanpools must be certified by the coordinator through a registration system as approved by the city, and be recertified quarterly.

5. Provide Financial Incentive. Provide a minimum of \$15.00 per month financial incentive for employees on site who commute by carpool, vanpool or transit. The financial incentive for transit riders and Metro vanpool riders will be a discounted Metro Transit (or a comparable service) bus/vanpool pass. The financial incentive for each carpool and non-Metro vanpool participant will be a cash bonus to the participant, a coupon redeemable for gasoline, or an equivalent discount in parking charges.

6. Provide Guaranteed Ride Home. Provide a taxi scrip system of low-cost rides home for on-site employee transit riders or registered on-site employee carpools and vanpools who miss a bus or ride because of an employer requirement to work late or because of a need to leave early due to illness or home emergency.

G. Determination of Requirements for Mixed Uses. The director shall determine the transportation management program requirements for mixed uses. These requirements shall be limited to the requirements described in subsections E and F of this section. The director shall apply the requirements for the same or most similar uses as described in subsections E and F of this section.

H. Substitution of Alternate Program. With the approval of the director, an alternate transportation management program may be substituted by the property owner for those components identified as requirements in subsection F of this section if, in the judgment of the director, the alternate program is at least equal in potential benefits to the requirements in subsection F of this section.

I. Reporting Requirements. Beginning one year after the issuance of a final certificate of occupancy, and every two years thereafter for development subject to this section, the property owner shall submit a report to the director, who shall then determine compliance with this section. The report shall describe each of the required transportation management program components that were in effect for all previous years, the total number of on-site employees, the expenditures for financial incentives and guaranteed ride home, the number of bus passes sold, and the number of registered carpools and vanpools. A report form will be provided to the property owner by the city.

J. Recording. Prior to the issuance of a building permit or of any approvals made pursuant to Chapter [20.30](#) LUC, the owner of property subject to this section shall record an agreement between the city and the property owner with King County division of records and elections and with the Bellevue city clerk that requires compliance with this section by the present and future owners of the property. (Ord. [6181](#) § 2, 2014.)

14.60.080 Transportation management program – Downtown.

A. The director may require a transportation management program (TMP) for any project proposed within the downtown in order to reduce congestion, reduce peak hour trips, or implement the policies of the comprehensive plan.

B. Programmatic Requirements.

1. The owner of a building with 50,000 gross square feet or more of office shall, in addition to the programmatic elements identified in the Transportation Management Requirement Chart in BCC [14.60.070\(F\)](#), perform or cause to be performed the following elements:

- a. Commuting options information boards for each tenant with 50 or more employees.
- b. Leases in which the tenants are required to participate in periodic employee surveys.
- c. Identification of parking cost as a separate line item in such leases and a minimum rate for monthly long-term parking, not less than the cost of a current Metro two-zone pass.
- d. A personalized ridematching service for building employees to encourage carpool and vanpool formation. The ridematching service must enhance the computerized ridematching service available from Metro (or a comparable service), with personalized follow-up with individual employees.

2. Duration. The programmatic requirements shall continue for the life of the building.

C. Performance Goals.

1. The owner of a building with 50,000 gross square feet or more of office shall, as part of the TMP for the building, comply with the following performance goals:

- a. For every other year beginning with the building's first certificate of occupancy (CO) anniversary and for 10 years thereafter, the performance goals shall become more restrictive, so that by the tenth year the maximum SOV rate will be reduced by 35 percent from the CO year baseline.
- b. The city may adjust the above rates every other year based on review of current conditions in the downtown, the characteristics of the building, and other local or state regulations.
- c. These performance goals apply to present and future property owners for the life of the building.

D. Survey and Analysis Requirements.

1. Employee Survey. The property owner shall conduct a survey to determine the employee mode split. The survey must be conducted by an independent agent approved by the city. This survey shall be conducted in a manner to produce a 70 percent response rate and shall be representative of the employee population. If the response rate is less than 70 percent, all nonresponses up to 70 percent shall be considered SOV trips. The survey results shall be used as the basis for calculating performance levels. The city shall provide a survey form to the property owner.

2. Schedule of Survey. The survey is to be conducted every two years; the first survey shall be conducted one year after the issuance of the CO.

3. Analysis of Performance Goals.

a. Single-Occupancy Vehicle Use Formula:

$(NS/NT)(100) = \text{percent SOV use, where:}$

NS = number of employees who commute to work by SOV

NT = total number of employees.

E. Reporting Requirements.

1. Content of Evaluation Report. The property owner shall submit a report to the city which includes the following elements:
 - a. The property owner's compliance with the performance goals listed in subsection C of this section, including the number of HOV spaces, their location, how HOV spaces are monitored, loading and van parking locations, transportation coordinator activities, the number and location of commuter information centers and employer commuter options boards, an example of lease language, past and current parking costs and ridematch activities.
 - b. The results of the employee survey, including the survey procedures and the percent SOV use by employees.
 - c. Any nonrequired activities undertaken by the property owner to encourage HOV and transit use or any unusual circumstances which have affected SOV use.

The city will provide a report form to the property owner.

2. Reporting Schedule. An initial action plan for implementing the TMP shall be submitted within six months of the issuance of the temporary certificate of occupancy. The action plan shall describe transportation management techniques that the property owner will use to encourage HOV use by employees and reduce peak period vehicle trips as necessary to meet the performance goals. City staff will be available to assist in the development of the action plan. The evaluation reports shall occur by building's first CO anniversary, and every two years thereafter.

F. Failure to Meet Performance Goals.

1. Remedies. If the city determines that the property owner has failed to meet the performance goals of subsection C of this section, the property owner shall comply with the action plan, employee survey and reporting requirements as set forth below.
2. Action Plan Requirement.
 - a. Plan Required. If the property owner fails to meet the performance goals, the property owner shall prepare, submit to the city and implement an action plan to meet the performance goals within one year.
 - b. Adequacy of Plan. The property owner will be allowed flexibility in developing the action plan subject to city review and approval, which approval shall not be unreasonably withheld. As a guide to this review, the city will evaluate the following:
 - i. The relationship of the number of employees that would be affected by the plan actions to the size of the deficiency which must be reduced.
 - ii. The effectiveness of proposed actions as they have been applied elsewhere in comparable settings.
 - iii. The schedule for implementation of the action plan and the assignment of responsibilities for each task.
3. Annual Employee Survey Requirements. An employee survey shall be conducted within one year of the date of submission of the previous report to the city. This survey shall be conducted under the same conditions and using the same methods as described in subsection (D)(1) of this section.
4. Annual Report Requirement. A report shall be submitted one year after the submission of the previous report. The report shall include all of the contents described in subsection (E)(1) of this section, and in addition shall include descriptions of:
 - a. Implementation of the action plan, including expenditures; and

b. Summary of effectiveness of elements of the action plan.

5. Duration. The property owner shall comply with the action plan, the annual survey and the annual report requirements every year that the property owner fails to meet the performance goals up to a maximum of six years after submission of the first report.

6. Assurance Device. In the event of a failure by the property owner to meet the performance goals, the property owner shall provide to the city an assurance bond, or other assurance device referenced in BCC [14.60.021](#)(C), at the property owner's option, securing any financial incentives prescribed in an action plan. The assurance device shall equal the cost of the maximum incentive levels which could be required for the following year as referenced in the action plan. The amount of the assurance device shall be determined when the level of activity is determined on the action plan. The assurance device shall be issued not later than 60 days after this determination.

G. Violations. The property owner shall be in violation of the requirements of this section if he/she fails to:

1. Comply with the programmatic requirements of subsection (B)(1) of this section; or
 2. Comply with the reporting requirements of subsection E of this section; or
 3. Submit the required action plans required in subsection (F)(2) of this section; or
 4. Implement the required action plans required in subsection (F)(2) of this section; or
 5. Conduct the required employee survey of subsection (F)(3) of this section. (Ord. [6181](#) § 2, 2014.)
-

20.25J.050 Parking, transportation management and commute trip reduction requirements.

**A. Parking.**

1. The provisions of LUC [20.20.590](#), except as they conflict with this section, apply to development in the Medical Institution District.
2. Performance Standards for Parking Structures. The Director may approve a proposal for a parking structure through the Design Review process of LUC 20.25J.015.B. The Director may approve the parking structure only if:
 - a. Driveway openings from public rights-of-way are limited and the number of access lanes in each opening are minimized.
 - b. The structure exhibits a horizontal, rather than sloping, building line, as viewed from 116th Ave. NE and NE 12th Street.
 - c. The dimension of the parking structure abutting pedestrian areas is minimized. If a parking structure abutting pedestrian areas is necessary for functional reasons, mitigation shall be provided through the addition of planting, modulation, materials variation, artwork or other features that would cover at least 50 percent of the parking structure facade area unless a smaller coverage area is approved through a Master Development Plan or Design Review where Master Development Plan approval is not required.
 - d. The parking structure complies with the requirements of the Design Review Guidelines of LUC [20.25J.080](#).
 - e. A wall or other screening of sufficient height to screen parked vehicles from views from adjoining rights-of-way and which exhibits a visually pleasing character is provided at all above-ground levels of the structure.
 - f. Safe pedestrian connection between the parking structure and the principal use exists.
 - g. Loading areas are provided for vanpools/carpools.
 - h. Vehicle height clearances for structured parking must be at least seven and one-half feet for the entry level to accommodate vanpool parking.
 - i. For all uses, no more than 25 percent of the required parking spaces may be designed and constructed in accordance with the dimensions for compact stalls provided in LUC 20.20.590.K.11.

B. Transportation Management Program.

The requirements of BCC [14.60.070](#) (Transportation Management Program) must be met as part of the Master Development Plan or Design Review where Master Development Plan approval is not required. An alternative TMP may be required by the City and/or proposed by the applicant, whereby a performance standard is designated and program features to attain this performance standard are established. Such program features may include special site design features, annual promotion events, contracted parking enforcement, shuttle services, financial incentives to employees, and a guaranteed-ride-home program.

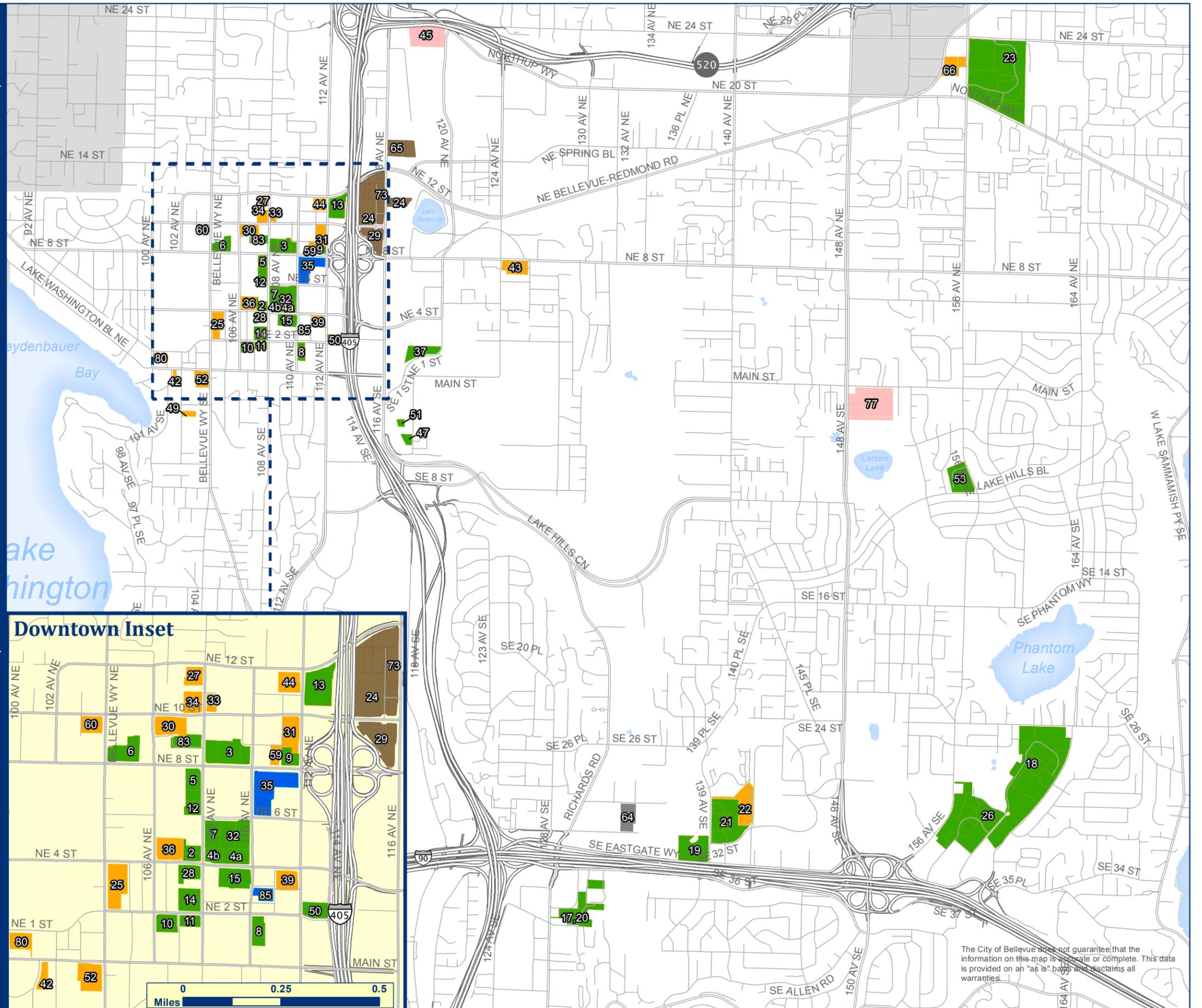
C. Commute Trip Reduction.

The requirements of Chapter [14.40](#) BCC must be met as part of a required Master Development Plan or Design Review where Master Development Plan approval is not required. (Ord. [5831](#), 8-4-08, § 2; Ord. [5587](#), 3-7-05, § 2)

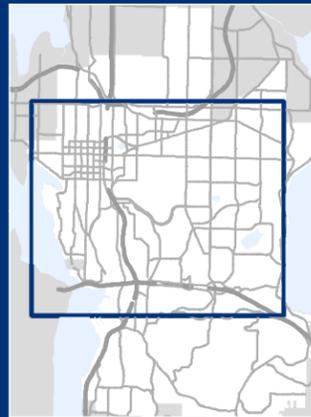
Transportation Management Program Sites

February 2016

- | | |
|---------------------------------|----------------------------------|
| 2. One Bellevue Center | 31. Ashwood Commons/989 Elements |
| 3. US Bank Plaza/Plaza Center | 32. City Center Plaza |
| 4a. Skyline Tower | 33. 1020 Tower |
| 4b. First Mutual Center | 34. The Ashton |
| 5. Symetra Financial Center | 35. The Bravern |
| 6. Bellevue Place | 36. Bellevue Towers |
| 7. City Center Bellevue | 37. Ridgewood Corporate Square |
| 8. Atrium Place | 39. Metro 112 |
| 9. Plaza East | 42. Forum Condos |
| 10. Bellevue Pacific Center | 43. Kelsey Lane Condos |
| 11. Columbia West Building | 44. 1101 NE 12th St |
| 12. Key Center | 45. Lowe's |
| 13. 112 @ 12th | 47. DEA |
| 14. Civica | 49. 324 102nd Ave SE |
| 15. The Summit | 50. 200 Building |
| 17,20. Newport Corporate Center | 51. Wilburton Ridge Office Park |
| 18. Boeing | 52. The Meyden |
| 19. Sunset Corporate Campus | 53. Lake Hills Shopping Center |
| 21. Sunset North Office | 59. Alley111 Apartments |
| 22. Sunset Ridge Condos | 60. Avalon @ NE 10th St |
| 23. Bellevue Technology Center | 64. PSE |
| 24. Overlake Hospital | 65. Children's Hospital |
| 25. Avalon Meydenbauer | 66. LIV Apartments |
| 26. Advanta | 73. Overlake Medical Pavilion |
| 27. Belletini | 77. Kelsey Creek Center |
| 28. Expedia Tower | 80. Almi Apartments |
| 29. Group Health Medical Center | 83. 929 Office Tower |
| 30. Washington Square | 85. Marriott |



- City of Bellevue
- TMP Affected Land Use**
- Hospital
- Manufacturing/Assembly
- Mixed Use
- Office
- Residential
- Retail



Sources: City of Bellevue

Miles 0 0.25 0.5 0.75 1

The City of Bellevue does not guarantee that the information on this map is accurate or complete. This data is provided on an "as is" basis and disclaims all warranties.