



MEMORANDUM

DATE: March 5, 2008

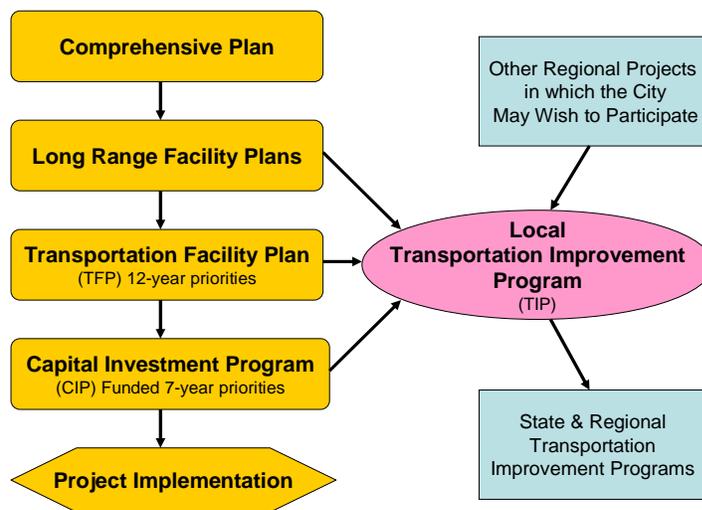
TO: Transportation Commission

FROM: Kristi L. Oosterveen, Capital Programming Coordinator

SUBJECT: A Transportation Planning Overview –
From Policy Development to Financial Programming
(And the 2008 Plan Updates: TFP, CIP, and TIP)

This memorandum is intended to provide an overview of the City of Bellevue's transportation planning and financial programming process and products in written format. The memo summarizes key components of the process (See Figure 1, a diagram depicting the multi-phased approach used by the City to plan and finance improvements to the transportation system) including how each element relates to or leads to the next. The memo also outlines the Transportation Commission's role and provides relatively generic timeframe or schedule information.

Figure 1



A staff presentation on March 13th will focus on the schedule, Commission roles and the necessity of overlapping processes to update three elements of this transportation planning diagram, all in 2008. These three elements are the 2009-2020 Transportation Facilities Plan (TFP), the 2009-2015 Capital Investment Program (CIP) Plan, and the 2009-2014 Transportation Improvement Program (TIP).

Review of the pages below, just a refresher for some of you, should provide a solid background for moving into our presentation of the more specific process components, timelines and Commission roles at your meeting on March 13th. Attachment 1 outlines a bimonthly breakdown of the significant process components, milestones, and Commission roles for each of this year's TFP, CIP and TIP updates.

Comprehensive Plan

The Bellevue Comprehensive Plan is required and adopted pursuant to the Growth Management Act of 1990, as amended (Chapter 36.70A RCW). What is a comprehensive plan? A comprehensive plan is a broad statement of community goals and policies that direct the orderly and coordinated physical development of a city into the future. A comprehensive plan anticipates change and provides specific guidance for future legislative and administrative actions. It reflects the results of citizen involvement, technical analysis, and the judgment of decision-makers.

The maps, goals, and policies of the plan provide the basis for the adoption of regulations, programs, and services which implement the plan. The plan serves as a guideline for designating land uses and infrastructure development as well as developing community services.

Who develops the Comprehensive Plan in Bellevue? The primary responsibility for formulating the Comprehensive Plan rests with the Planning Commission. Information and comments presented by individual citizens, citizen committees, and other boards and commissions, including the Transportation Commission, are weighed by the Planning Commission as it prepares a recommendation to City Council for revisions to the Plan.

The ultimate planning decisions are made by the City Council. The Council is responsible for initiating plan reviews, considering Planning Commission recommendations, and adopting the Comprehensive Plan. To implement the Plan, the Council is also responsible for adopting the city's budget, regulations and programs, and for levying taxes and making appropriations.

The Transportation Element of the Comprehensive Plan provides a wide array of policies and goals to structure planning work and to prioritize implementation funding. The Comprehensive Plan mandates the City to "balance funding to achieve scheduled progress on Mobility Targets for all modes within the Mobility Management Areas, by using results from monitoring the targets to prioritize transportation facility and service investments." (POLICY TR-106). Progress toward the Comprehensive Plan Mobility Targets is monitored by means of the Transportation Department's State of Mobility Report.

Transportation Commission role: There is no formal role of the Transportation Commission in the development or update of the Comprehensive Plan besides, as indicated above, providing information and input to the Planning Commission. The Transportation Commission should be familiar with the goals and policies of the Comprehensive Plan's Transportation Element, transportation-related parts of Subarea Plans and the Subarea Transportation Facility Plans to provide input as needed by the City Council and Planning Commission. The transportation-related parts of the Comprehensive Plan provide the important background and policy guidance for all areas in which the Transportation Commission is charged with serving in an advisory capacity to the City Council.

Schedule: In accordance with the Growth Management Act (GMA), the City is required to do a complete update to the Comprehensive Plan every seven years (last updated in December, 2004). Annual Comprehensive Plan amendments are made based on citizen requests, Commission/Board requests and Council initiated requests. The Plan cannot be amended more than once a year except by emergency declaration of the City Council. The most recent Comprehensive Plan amendments for the Factoria, Downtown and Wilburton/NE 8th Street Subareas were approved by the City Council at their February 25, 2008 meeting.

Long-Range Facility Plans

Long-range transportation facility plans study specific subareas of the city or components of the transportation system to determine long-range needs. The goals of the subarea Transportation Facility Plans are to identify the road, pedestrian, bicycle and transit facilities needed to implement the City's transportation policies in the Comprehensive Plan. The planning process applies the stated goals and policies of the Comprehensive Plan and evaluates them against varying elements, such as the projected land use and traffic conditions for the plan's long-range outlook, or "horizon year," which typically looks 10 to 25 years into the future. Completed facilities plans include a wide range of improvement projects designed to meet the mobility goals of the plan area and often are adopted into the Comprehensive Plan.

Subarea Transportation Facility Plans currently adopted into the Comprehensive Plan include:

- Bel-Red/Overlake Transportation Plan (BROTS, 1999 and BROTS North-South Corridor Study, 2003)
- Bridle Trails/Bel-Red/Crossroads Transportation Plan (1988)
- Downtown Transportation Plan (2003)
- Eastside Transportation Program
- East Bellevue Transportation Plan (includes Factoria Area Transportation Study (FATS) Update) (2005)
- Newcastle Transportation Plan (1989)
- Pedestrian/Bicycle Transportation Plan (1999)
- Eastgate/I-90 Corridor Study (2003)
- 148th Avenue Mobility Improvement Package (2003)

The City is currently conducting two other long-range plan updates the Bel-Red Corridor Plan and the Ped/Bike Plan Update, which are expected to be completed in 2008.

Transportation Commission role: Individual Transportation Commissioners often participate on formal Council-appointed citizen advisory committees (CACs) charged with reviewing and recommending subarea transportation plan goals, policies and projects (e.g. the Bel-Red Corridor Project Steering Committee). The Transportation Commission as a whole is often briefed and asked for input at various points in the long-range facility plan development process, especially where no CAC is appointed. In the case of the current Ped/Bike Plan update, the Transportation Commission is essentially functioning as a CAC. The Transportation Commission may also provide the City Council or the Planning Commission with recommendations on plan adoption and inclusion in the Comprehensive Plan.

Schedule: Long-range transportation facility planning studies are only initiated or updated if and when direction to do so (and funding to do so) is provided by the City Council.

Transportation Facilities Plan (TFP)

The TFP is required and adopted pursuant to the Bellevue City Code, as amended (Title 22, Development Code). The TFP serves as the City's 12-year, or intermediate-range, transportation facility planning document. It functions as a bridge between the long-range facility plans, described above, and the funded projects in the adopted CIP Plan (described below). The majority of transportation facility improvements included in the 7-year CIP are also included in the overlapping 12-year TFP. The TFP provides the first level of citywide prioritization of transportation facility projects recommended by the long-range transportation studies.

The TFP serves two other key functions. First, the roadway and intersection capacity projects adopted in the TFP become the basis for the City's Transportation Impact Fee program. Impact fees are charged to new land use development projects to pay for a portion of the costs of roadway and intersection capacity needed to serve the traffic growth associated with the new development. Second, a programmatic Environmental Impact Statement (EIS) is prepared in conjunction with each TFP update. The TFP EIS documents potential, cumulative impacts to the citywide transportation system and other elements of our environment that may occur when 12 years of projected land use growth occurs and the projects identified in the TFP are implemented. Development review staff in both the Transportation and Planning & Community Development Departments rely on the TFP EIS during their review of public and private development applications.

The TFP is a "financially constrained" plan: some projects do not have financial resources committed to them, but the identified cost of projects in the TFP must be balanced with the amount of transportation revenue the City projects that it will collect over the 12-year plan period.

Transportation Commission role: The Bellevue City Code (Section 22.16.050) requires that the Transportation Commission present an update of the TFP to the City Council for approval and adoption every two years. The Commission's role has typically included providing input and direction to Transportation Department staff on TFP candidate project identification, project ranking criteria, and specific project prioritization. The Transportation Commission also solicits and considers public input on the TFP update before developing a TFP update recommendation to the City Council.

Schedule: The current 2006-2017 TFP was adopted by City Council on December 11, 2006. The 2009-2020 TFP update process has already begun with the project identification and scoring phases. Over the next few months, projects will be prioritized and ranked for inclusion into the final 2009-2020 TFP project list (Refer to Attachment 1).

Capital Investment Program (CIP) Plan

The final component of the process to plan for and finance transportation system improvements is the CIP Plan. The funded CIP Plan spans a 7-year period for implementation of projects identified in the TFP that are determined to be needed in the short term. It may also include ongoing maintenance or system operational programs and other projects – scoped to address emerging operational, safety and maintenance needs identified by City staff, the public or other sources – that were not included in the TFP.

The City's CIP is organized into major program areas, including Parks, Public Safety, Neighborhood Enhancement, and Transportation. Major program areas may also contain project categories. The Transportation program area, for example, is further divided into Roadways, Intersections, Walkways/Bikeways and Maintenance/Minor Capital project categories. The actual revenue sources that fund projects adopted into the CIP are the same as those projected for planning purposes in the TFP process.

Transportation Commission role: The City Council has charged the Transportation Commission with serving in an advisory role to the Council for transportation capital investment decisions. The Commission's role has typically included providing input and direction to staff on CIP candidate project identification, project ranking criteria, and specific project prioritization. The Commission also solicits and considers public input on the CIP update before developing an update recommendation to the Council.

Schedule: The current 2007-2013 CIP was adopted by City Council on December 11, 2006. The plan is formally updated every two years. A supplemental CIP update was approved by the City Council in July 2007. On February 28th, staff presented an overview of current ongoing CIP programs. CIP update discussions will commence in earnest after the Finance Department Budget Office kicks off the process in later this month. The process will continue for much of the year (Refer to Attachment 1).

Transportation Improvement Program (TIP)

The local TIP is required and adopted pursuant to state law (RCW 35.77.010). The RCW mandates all local jurisdictions to annually adopt and submit to the state a 6-year program of transportation improvements, the local TIP, by the end of June. The primary importance of the local TIP to the City is that, in most instances, projects must be included to be eligible for state and federal grant programs. Unlike the City's CIP and TFP, the local TIP is not revenue constrained, nor is the list of projects prioritized in any way. We may include all projects that we would choose to implement within the 6-year timeframe, if funding were available. The local TIP then, by definition, represents a more comprehensive listing of projects deemed necessary to ensure the safe and efficient operation of the City's transportation system.

Figure 1 on the first page depicts how the local TIP relates to the multi-phased approach used by the City to plan and finance transportation improvements. The 6-year local TIP serves as a rough work plan for the development of local transportation systems and, as such, represents an important planning component under the State's Growth Management Act. The Washington State Department of Transportation (WSDOT) and Puget Sound Regional Council (PSRC) use local TIPs as a tool for coordinating the transportation programs of local jurisdictions with those of regional agencies. PSRC also

monitors local TIPs for projects of regional significance, which need to be modeled for regional air quality conformity with federal standards, and to track projects supported by federal funds.

Bellevue's current TIP includes four project sections:

1. CIP projects (projects included in the 7-year CIP with full or partial funding secured)
2. TFP projects (unfunded TFP projects included in the adopted 12-year TFP)
3. Other unfunded local projects identified or scoped by completed CIP funded analysis or pre-design studies
4. Other regional or non-local projects in which the City may choose to participate financially

The total project cost and funding status (secured or unsecured) is indicated for each project included in the TIP. The TIP also identifies whether secured funding is local (Bellevue revenue and/or revenue from other local agencies or private entities) or other ("other funding" includes revenue from awarded federal and state grants).

Transportation Commission role: The Commission's role has typically entailed providing input and feedback to Transportation Department staff on the TIP project list. The Commission also solicits and considers public input on the TIP update received through a mandatory public hearing before developing a TIP update recommendation to the City Council.

Schedule: The current 2008-2013 TIP was adopted by City Council on June 4, 2007. The TIP is updated annually. The 2009-2014 TIP update process will start at the Commission's March 27th meeting with an overview of the current TIP and other key process milestones. Per state requirements the TIP must be adopted by the City Council by June 30.

Additional TIP Information

Transportation Improvement Programs are required at all jurisdictional levels. Here is a brief summary of the various TIPs in which City of Bellevue projects are listed:

- ◆ Local TIP – described above
- ◆ Regional TIP – managed by the Puget Sound Regional Council (PSRC). This TIP contains only those projects that are regionally significant or have federal funding. The City of Bellevue currently has four active projects listed in the Regional TIP. These six projects are identified below:
 - West Lake Sammamish Parkway Improvements (CIP Plan No. PW-R-141)
 - NE 2nd Street Roadway Enhancements (CIP Plan No. PW-R-150)
 - NE 8th Street Widening/106th and 108th Avenues NE (CIP Plan No. PW-R-153)
 - One-Way Couplet/106th and 108th Avenues/Main to NE 12th Streets (TFP-172)
- ◆ State TIP – managed by WSDOT Highways and Local Programs. This TIP compiles regional TIPs from throughout the state.
- ◆ STIP Too – also managed by WSDOT Highways and Local Programs. This TIP is a compilation of all local TIPs from jurisdictions throughout the state. The state uses STIP Too to catalog the diversity of transportation funding needs; information that is shared with elected officials and organizations interested in advancing transportation related issues.

Please do not hesitate to contact me if you have any questions, comments or if you would like additional information. I can be reached at 425-452-4496 (or via e-mail at koosterveen@bellevuewa.gov).

Attachment

Transportation Department
Preliminary 2008 Citywide Plan Update Timelines
(TFP, CIP, TIP)

Plan Update	March - April	May - June	July - August	September - December
2009 - 2020 Transportation Facilities Plan (TFP)	<ul style="list-style-type: none"> - Finalize R/I Project Scoring/Prelim. Project Ranking - P/B Project Prioritization (Separately) - Develop Revenue Projections - Conduct Title VI Equity Analysis - Evaluate Impact Fee Program 	<ul style="list-style-type: none"> - Public Open House - Prioritize Projects (R/I & P/B combined) - Finalize Project List - Develop Impact Fee Program Update Options 	<ul style="list-style-type: none"> - Analyze Environmental Impacts of Proposed TFP - Develop Draft EIS 	<ul style="list-style-type: none"> - Finalize EIS - Council Adoption of TFP - Council Adoption of Impact Fee Program
2009 - 2015 Capital Investment Program (CIP)	<ul style="list-style-type: none"> - Kickoff Update Process - Review Ongoing Programs/Identify Scope & Budget Adjustments - Recost Existing CIP Projects - Develop Revenue Projections 	<ul style="list-style-type: none"> - Compile Candidate Project List - Scope/Cost Estimate Candidate Projects - Determine M&O Costs for Existing CIP Projects - Public Open House - Conduct Title VI Equity Analysis 	<ul style="list-style-type: none"> - Final Recosting of Existing CIP - Edit Existing CIP Project Pages & Maps - Finalize CIP Candidate List - Develop Cost/Benefit Forms for Council Consideration 	<ul style="list-style-type: none"> - Support Development of Preliminary CIP (Budget) - Refine CIP based on Council Feedback - Council Adoption of CIP & Budget
2009 - 2014 Transportation Improvement Program (TIP)	<ul style="list-style-type: none"> - Kickoff Update Process - Compile Proposed TIP List - Conduct Title VI Equity Analysis 	<ul style="list-style-type: none"> - Hold Mandated Public Hearing - Finalize Proposed TIP List - Council Adoption of TIP (by June 30th) 	<ul style="list-style-type: none"> - Input Information into State TIP System 	
Commission Roles				
2009 - 2020 Transportation Facilities Plan (TFP)	<ul style="list-style-type: none"> - Review/Comment on R/I Project Scoring & Preliminary Ranking - Prioritize Candidate P/B Projects (Separately) 	<ul style="list-style-type: none"> - Host Public Open House - Review/Approve Final Project List for EIS Phase - Present Commission-approved TFP Project List to City Council 	<ul style="list-style-type: none"> - Review/Recommend Impact Fee Update Option 	<ul style="list-style-type: none"> - Review/Comment on Draft TFP EIS - Recommend TFP Adoption to City Council - Recommend Impact Fee Program Update to City Council
2009 - 2015 Capital Investment Program (CIP)	<ul style="list-style-type: none"> - Review Process & Timeline 	<ul style="list-style-type: none"> - Review/Amend Candidate Project List - Host Public Open House - Begin Project Prioritization 	<ul style="list-style-type: none"> - Finalize Project Prioritization - Formulate Preliminary CIP Update Recommendation to City Council 	<ul style="list-style-type: none"> - Finalize CIP Update Recommendation to City Council - Respond to Council Feedback on Preliminary CIP (as needed)
2009 - 2014 Transportation Improvement Program (TIP)	<ul style="list-style-type: none"> - Review/Amend Proposed TIP List - Approve Proposed TIP for Public Hearing 	<ul style="list-style-type: none"> - Host Public Hearing - Amend/Approve Proposed TIP - Recommend TIP Adoption to Council 		

Notes:

R/I = Roadway/Intersection
P/B = Pedestrian/Bicycle

EIS = Environmental Impact Statement