City of Bellevue

Transportation Commission Study Session

DATE: June 2, 2016

TO: Chair Lampe and Members of the Transportation Commission

FROM: Michael Ingram, Senior Transportation Planner

SUBJECT: Review of City requirements for Transportation Management Programs at large real estate developments

DIRECTION REQUESTED

Action

X Discussion

X Information

Staff will continue discussion with the Transportation Commission on the review of city requirements for Transportation Management Programs at large real estate developments. Primary elements to be addressed at this meeting include,

- Alternatives for code revision
- Stakeholder outreach process

There will also be a brief review of available literature regarding effectiveness of workplace strategies to reduce commute trips. Commission input is sought regarding the alternatives for code revision and the stakeholder outreach process.

BACKGROUND

Bellevue City Code section 14.60.070 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.

INFORMATION

In previous meetings the Commission has received information about the origin of TMPs in Bellevue, current City code requirements for TMPs and the extent that buildings currently affected by these agreements are in compliance with their requirements. As discussed at the May 12 meeting, review of the biennial reports filed by affected buildings shows overall compliance with requirements has been increasing in recent years and now stands at 80%.

Survey results are available for 14 TMP-affected building in Downtown, showing the rate of drive-alone commuting at various points in time (the earliest dating from 1984, with the most recent surveys occurring in 2014). Analysis of these results shows an overall average reduction in drive-alone commuting of 0.9% per year for workers at these sites, a rate that compares favorably with the overall rate of change (reduction) in drive-alone commuting among all workers in Downtown, as measured by US Census and Bellevue City Mode Share surveys. (Additional detail on this analysis is included in the May 12 presentation, posted on the Transportation Commission webpage.)

Several other local jurisdictions have requirements for TMPs at large real estate developments, including Issaquah, Kirkland, Redmond and Seattle. In general, programmatic requirements at these communities are similar to the Bellevue requirements. Differences from Bellevue requirements include:

- Performance goals—expressed as maximum rate of commute trips by drive-alone mode—are in place for virtually all sites (in Bellevue, code requires a performance goal only at office buildings in Downtown).
- Performance goals are set to meet a specific target, typically keyed to an areawide target for drive-alone commuting (in contrast to the Bellevue model, which specifies a 35% reduction in drive-alone commuting from an initial baseline survey).
- Required membership in the local Transportation Management Association (Redmond and Seattle).
- Residential uses typically not affected by TMP requirements, except in limited or special circumstances (Northgate area of Seattle, in Kirkland when parking is provided at less than code requires). (Bellevue code requires a TMP at all residential sites with 100 or more units.)

Requirements at these jurisdictions, along with the Bellevue requirements, are summarized in a table attached to the May 12 memo to the Commission.

TMP requirements for trip reduction at buildings have substantial similarity to Commute Trip Reduction (CTR) requirements that apply to large employers (typically, workplaces with 100 or more employees commuting during the 6am-9am morning peak period are subject to CTR requirements). Both are regulations intended to reduce the impact of recurring, daily commute trips on the transportation system. A table comparing the features and requirements of the two regulations was included with the May 12 memo to the Commission.

As mentioned at the meeting on May 12, CTR requirements were reviewed and updated in 2006 at the state level, with a corresponding review and adjustment to Bellevue requirements completed in 2008. The current CTR framework continues to have a designated performance target (for rate of commute trips by drive-alone mode) for each worksite. Each worksite is required to designate a Transportation Coordinator and distribute information about commute alternatives to all employees and to newly-hired employees. In addition, the City strongly encourages Transportation Coordinator attendance at initial training sessions offered for new Coordinators and at occasional workshops and networking meetings. Beyond these baseline elements, individual worksites have substantial flexibility in selecting the specific implementation activities they wish to utilize to meet their performance target. Ongoing technical assistance and measurement (survey) support is provided by the City to affected employers. To supplement the direction provided by the City code for CTR (BCC 14.40), the City maintains a CTR Implementation Guidelines document (posted on the City CTR webpage); this document can be updated administratively as needed and provides additional detail to supplement the framework provided by the City code requirements. The model used for CTR in Bellevue—in which the City code specifies the basic requirements and the Implementation Guidelines provide supplementary detail—may offer a relevant template for an updated TMP framework. (Seattle currently uses a somewhat similar model for TMPs, in which the key requirements come from City code or SEPA and a separate "Director's Rule" document provides details on TMP development and implementation).

In late April/early May the city conducted an online survey of persons directly involved with TMP requirements or TMP implementation activities in Bellevue. An overview of the results was presented at the Commission meeting on May 12. Among respondents, a majority (71%) felt it was "appropriate" or "highly appropriate" that buildings generating significant travel demand be expected to make efforts to reduce their ongoing impacts on the transportation system. Respondents were asked about current city requirements, including the ease of implementation, the extent to which tenants appreciate the required feature/activity and the effectiveness of the activity in contributing to trip reduction. Current code elements receiving the most positive feedback were posting and distributing information and designating a Transportation Coordinator. Code elements receiving mixed feedback included provision of a guaranteed ride home, a performance goal and parking cost as a line item in tenant leases (these last two currently apply only at office buildings in Downtown). None of the current code requirements received more negative "votes" than positive votes, though the line item parking cost provision was essentially an even split. Also, it's worth noting that the overall number of respondents was low (21 started the survey, 17 completed it). The TMP implementers survey report is posted on the City's TMP webpage. An executive summary is included with this memo (Attachment 1).

An additional reference relevant to the current consideration of TMP requirements is the City's biennial budget survey. The most recent 2016 Bellevue Budget Survey is now posted on the

Finance Department section of the City website. Consistent with previous iterations of this survey, it shows Traffic and Transportation as among the top five issues residents mention when asked to identify the biggest problem facing Bellevue. Also consistent with previous iterations of this survey, the two most favored ways residents identify to manage increased traffic congestion are *improving transit service* (favored by 85%) and *encouraging people to choose alternative transportation modes* (favored by 81%). TMP conditions at buildings align with this second strategy (as does the Commute Trip Reduction program requirement that applies to large employers).

The Commission meeting on June 12 will include a brief review of available literature regarding effectiveness of workplace strategies to reduce commute trips (see Attachment 2). The primary items for discussion at this meeting are the alternatives for code revision (see Attachment 3) and additional measures for stakeholder outreach and engagement. Commission input is sought regarding the alternatives for code revision and the next steps in the stakeholder outreach process.

NEXT STEPS

Staff will revise and further develop the alternatives in accordance with input received at the June 9 meeting. Additional stakeholder outreach will be pursued, per Commission direction on June 9. Staff will return to the Commission on July 14, with refinements to the alternatives, along with any additional public feedback received. A staff recommendation for an alternative may also be offered for consideration at the meeting on July 14. It is anticipated the Commission will be asked to recommend an alternative for revisions to TMP requirements at the meeting on July 14. The project timeline involves providing a briefing and 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 June 9, please contact me at 425-452-4166 or mingram@bellevuewa.gov.

ATTACHMENTS

1. TMP survey report Executive Summary
2. Literature review of workplace trip reduction measures
3. Potential Alternatives for TMP code revision

Executive Summary: Survey of Transportation Management Program Implementers

May 2016

City of Bellevue Transportation Department

The city is currently reviewing requirements for Transportation Management Programs (TMPs) at large real estate developments. TMPs are intended to mitigate the ongoing impact of development on the transportation system by reducing drive-alone commute trips to affected buildings. This report reflects the results of a survey sent to those who manage or are directly affected by TMP requirements. The results of this survey will contribute to the development of alternatives for revisions to the City TMP requirements.

The target audience for the survey was managers of all TMP-affected buildings as well others with some direct involvement with TMPs, including developers of buildings affected by TMP requirements, owners of such buildings and persons working to implement TMPs at buildings in Bellevue.

The survey was open between April 27, 2016 and May 10, 2016. Notice of the survey was sent by email to a list of 58 contacts. Of the 21 respondents who began the survey, 17 completed it. The majority of respondents were downtown property managers of TMP-affected office buildings.

Among respondents, a majority (71%) felt it was “appropriate” or “highly appropriate” that buildings generating significant travel demand be expected to make efforts to reduce their ongoing impacts on the transportation system.

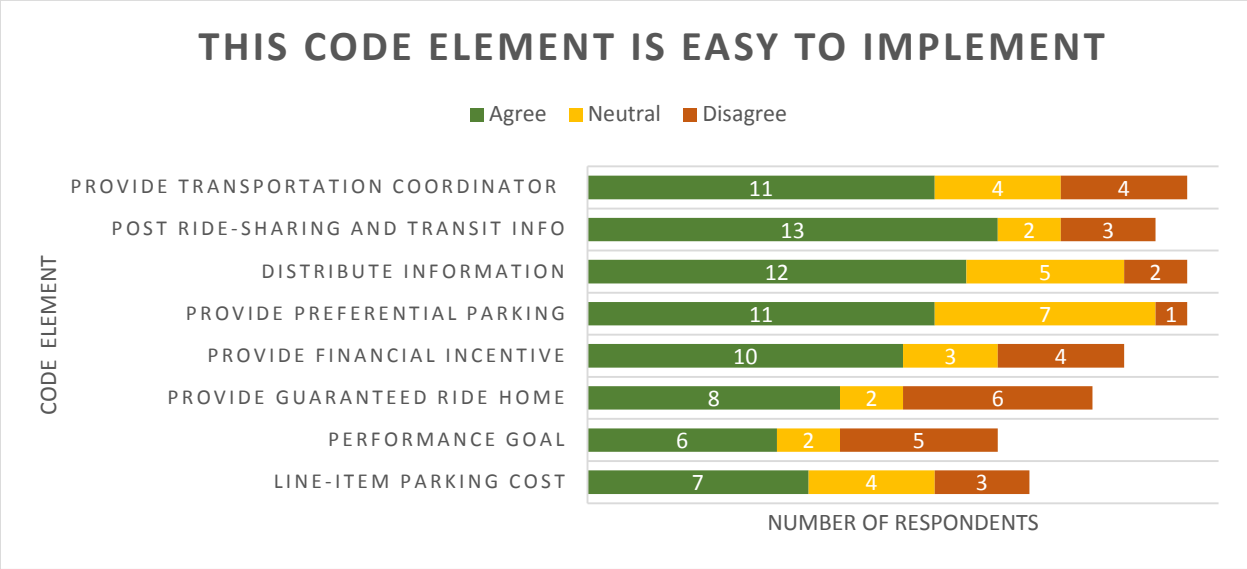
Other Survey Results

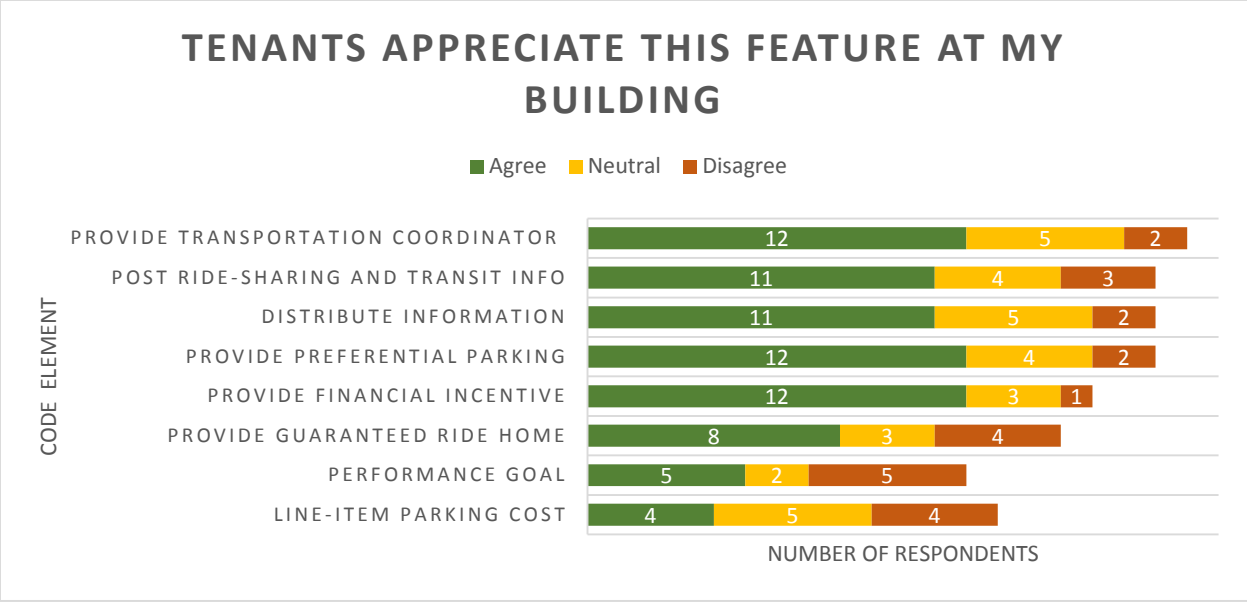
- A majority have tenants in their buildings that are affected by Commute Trip Reduction program requirements (71%) and 75% of these respondents make efforts to coordinate their TMP activities with CTR tenants’ programs.
- Most respondents are currently at buildings that are LEED certified (53%); the great majority of these respondents (80%) are unaware of whether credits for non-drive-alone commuting were included in their LEED applications.
- 65% of respondents contract with TransManage to support their TMP implementation efforts, and the majority of respondents find TransManage to be a valuable resource and easy to work with.
- A majority of respondents indicated familiarity with one or more programs offered under the Choose Your Way Bellevue (CYWB) travel options umbrella, sponsored by the city of Bellevue. (Services include networking meetings, employer and property manager consulting services and trip-logging rewards). Most of these respondents had promoted one of the listed resources to their tenants.
- Beyond the CYWB services, Bike Month (in May) is by far the most popular for respondents to promote to their tenants (94%). In second place, 59% of respondents said they have promoted CYWB ridematching services for carpool and vanpool. CYWB rewards and the October Wheel Options campaign came in third with 41% of respondents.

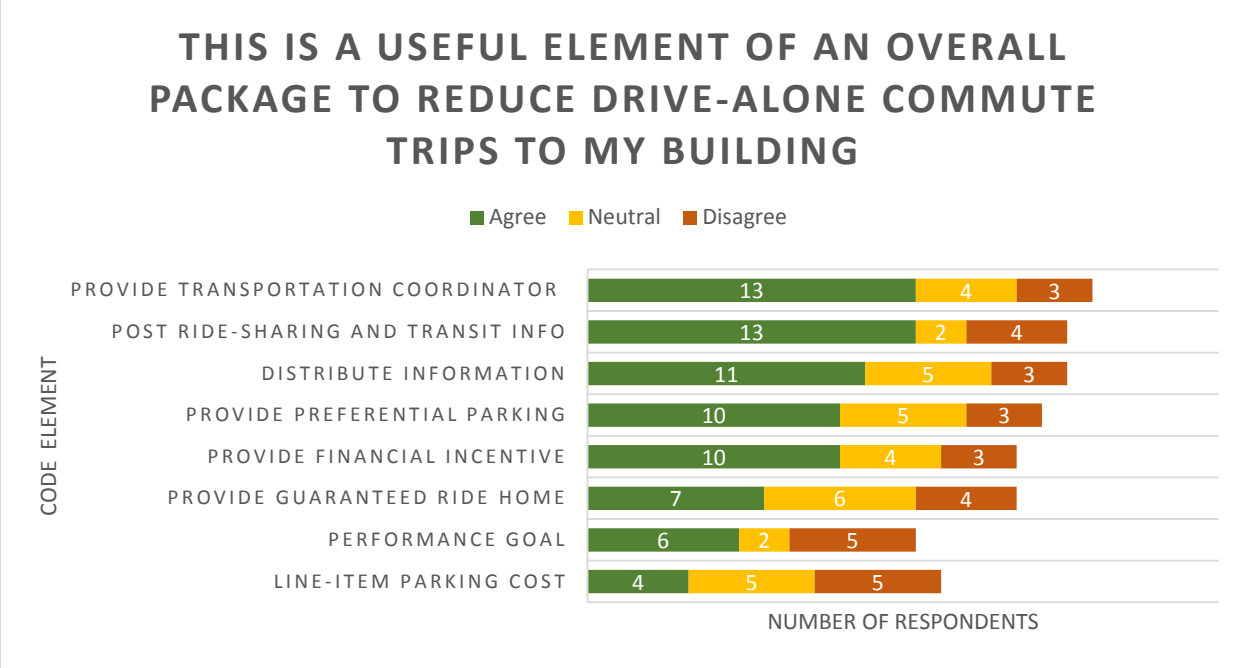
Summary of Current TMP Code Elements

Respondents were asked to provide feedback on eight current TMP code elements. Questions were to survey respondents regarding familiarity the element, ease of implementation, whether tenants appreciate it and the code element's effectiveness at reducing drive alone trips to the building. Respondents were generally familiar with the majority of the eight code elements and felt that they were useful in reducing drive-alone travel to their properties. Three stood out as less effective and appreciated by tenants than the rest: line-item parking cost, the performance goal and guaranteed ride home (the first two apply only to office buildings in Downtown; the latter applies more broadly).

The element with most support is posting ridesharing and transit information, and most also supported having a transportation coordinator, providing preferential parking as well as providing a financial incentive to commuters using non-drive-alone modes. It should be noted that required code elements vary, depending on building use, size and location. The most extensive set of requirements applies to office uses in Downtown of 50,000 square feet or more; other buildings have fewer requirements. A summary overview of the responses is captured in the three charts below.







Details of the survey questions, responses and comments received are in the *Final Report: Survey of Transportation Management Program Implementers*, posted on the Bellevue city website at, http://www.bellevuewa.gov/trip-reduction-large-buildings.htm

Attachment 2: Overview of Literature on Workplace TDM Effectiveness
Compiled by Michael Ingram, with research assistance by Stela Nikolova
Bellevue Transportation Dept, 2 June 2016

Academic and professional research provides some perspective on the effectiveness of various Transportation Demand Management (TDM) strategies. This document includes excerpts from several sources that appear most relevant to the current consideration of Transportation Management Program requirements in Bellevue. The sources draw from observations of changes implemented at workplaces by *employers* (such as with Commute Trip Reduction program requirements). The effect of similar strategies implemented by *building managers* may be somewhat less, given the less direct relationship that workers have with the building manager. For the references listed below, the level of change associated with the various strategies is expressed in terms of "vehicle trips reduced". This is a slightly different measurement unit than the "drive-alone rate" that is typically used in Bellevue (and in Washington State). Each drive-alone trip constitutes one vehicle trip; where the two measures generate different values is in ridesharing; for example, if two people in a population of 100 employees shift from drive alone to carpooling, the drive-alone rate is reduced by 2%, but only one vehicle trip is reduced. Overall, measurement of mode shift will show a greater change in value than measurement of vehicle trips reduced.

1. The *Seattle Urban Mobility Plan* (January 2008) chapter on TDM includes a concise table showing the typical impact of employer-based TDM strategies. The trip reduction values are drawn from various sources.

Impact of Selected Employer-Based TDM Strategies

Strategy	Details	Employee Vehicle Trip Reduction Impact
Parking Charges[1]	Previously Free Parking	20-30%
Information Alone[2]	Information on Available SOV-Alternatives	1.4%
Services Alone[3]	Ridematching, Shuttles, Guaranteed Ride Home	8.50%
Monetary Incentives Alone[4]	Subsidies for carpool, vanpool, transit	8-18%
Services + Monetary Incentives[5]	Example: Transit vouchers and Guaranteed Ride Home	24.50%
Cash Out[6]	Cash benefit offered in lieu of accepting free parking	17%

1 Based on research conducted by Washington State Department of Transportation.

2 Schreffler, Eric. "TDM Without the Tedium," Presentation to the Northern California Chapter of the Association for Commuter Transportation, March 20, 1990.

3 Ibid

4 Washington State Department of Transportation

5 Schreffler (1990)

6 Donald Shoup (1997), "Evaluating the Effects of California's Parking Cash-out Law: Eight Case Studies," Transport Policy, Vol. 4, No. 4, 1997, pp. 201-210. http://www.commuterchallenge.org (accessed November 2, 2007)

City of Seattle. *Urban Mobility Plan Briefing Book*, Chapter 7: Best Practices in Transportation Demand Management. City of Seattle. Jan. 2008. Available

at, http://www.seattle.gov/transportation/docs/ump/07%20SEATTLE%20Best%20Practices%20in%20Transportation%20Demand%20Management.pdf, accessed 2 June 2016.

2. A Federal Highway Administration report, *Integrating Demand Management into the Transportation Planning Process: A Desk Reference*, includes a chapter entitled "Known Effectiveness of TDM Strategies." The following table captures the trip reduction impacts of TDM activities, as compiled by a consultant study for the Fairfax County, Virginia Department of Transportation.

Table 10.1: National Evidence on TDM Program Impacts Vehicle Trip Reduction from Background Conditions
Source: Cambridge Systematics, 2010 (Fairfax County, VA)

TDM Program or Strategy	High Transit	Moderate Transit	Low Transit
Support, Promotion, Information	3-5%	1-3%	<1%
Alternative Commute Services	5-10%	5-10%	1-3%
Financial Incentives	10-20%	5-15%	1-5%
Combined Strategies			
With Free Parking	15-20%	10-15%	3-7%
With Paid Parking	25-30%	15-20%	N/A

Conditions in Bellevue employment centers generally correspond to the Moderate Transit column; a few areas (e.g., Bellefields office park) correspond to the Low Transit column. (The High Transit condition presumes rail service.)

United States Department of Transportation, Federal Highway Administration. *Integrating Demand Management into the Transportation Planning Process: A Desk Reference*. 2012. Available at, http://www.ops.fhwa.dot.gov/publications/fhwahop12035/chap10.htm, accessed 2 June 2016.

3. A Transit Cooperative Research Program report, *Employer and Institutional TDM Strategies,* looked at 82 cases in which "before" and "after" data is available to evaluate the impact associated with various TDM strategies or categories of strategies. Although the report dates from 2010, the employer case studies on which the analysis is based are much older, from the early 1990s. The study authors found the available data from more recent TDM programs (such as the Washington State CTR program) to be unsatisfactory for rigorous analysis of the changes associated with particular TDM strategies. (In part because available trip data is not linked closely to details of TDM program measures in place at particular worksites.) It is also noted that the 82 case studies are not a random sample and may not be representative of the broader population of worksites; some were initially captured because of the exemplary nature or impact of their programs. Those caveats aside, the overall report indicate that worksites with good transit availability realized a vehicle trip reduction (VTR) rate of 26% versus 12% at worksites without good transit.

Other comparative findings showed that:

- The existence of employer support programs (e.g., guaranteed ride home) showed VTR of 4-5%.
- The offer of alternative commuting services (e.g., shuttle bus, vanpool) showed VTR of 22% as compared to 14% among worksites that did not provide these services (i.e., a difference of 8 percentage points).

- Worksites that offered a transit subsidy had an average VTR of 21%, vs a VTR of 14% among worksites that did not provide a subsidy (i.e., a difference of 7 percentage points).
- Worksites that offered HOV parking discounts averaged 26% VTR, vs 14% for those who did not (i.e., a difference of 12 percentage points).

This document also includes a specific discussion of the case of Downtown Bellevue, "Overall TDM Program Effects over Time—Bellevue, Washington."

Transportation Research Board. *Traveler Response to Transportation System Changes Handbook, Third Edition: Chapter 19, Employer and Institutional TDM Strategies*", 2010. Available at, http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_95c19.pdf, accessed 2 June 2016.

Attachment 3: Potential Alternatives for Bellevue Transportation Management Program Code Revision—DRAFT for Discussion

June 2, 2016

Note: Existing City code provisions are in BCC 14.60.070 (citywide), 14.60.080 (additional requirements for Office uses in Downtown) and 25.25J.050 (Medical Institution District)

Comment: Elements of Options 2-4 listed below may be combined to create Alternatives for further consideration in the TMP code review process.

Alternative	Pros	Cons	Comments
Option 1: No action Code provisions do not change.		Elements of existing code that are dated or not working would remain; these include: -Programmatic requirements that are outdated (see Option 2 for examples). -Enforcement provisions that are lacking or not workable (see comments at right). -Performance target for Office uses in Downtown (35% reduction in drive-alone in 10 years) appears to be highly optimistic, unlikely to be achievable (see comments at right).	-Code section 14.60.070 (programmatic requirements that apply to affected buildings citywide) lacks an enforcement provision. -Code section 14.60.080 Violations element does not specify a penalty or provide clear direction on the procedure for addressing violations. -Code section 14.60.080 provision for failure to meet performance goal (for reducing level of drive-alone commuting to Office sites in Downtown) is challenging to pursue (involves posting performance bond, amount of bond is unclear) and inflexible. -10-year span of survey results is available for two buildings in Downtown conditioned with the 35% reduction target; neither met the target (average reduction was 20.7%). 10-year span of survey results for four additional buildings will be available in late fall 2016. Progress to date at these buildings suggests the 35% reduction target is unlikely to be achieved.
Option 2: Revise code to address elements that are dated, not working as prescribed, or are missing/ deficient. Examples include, -Requirement to post information at residential buildings. -Requirement to post information at individual tenant workspaces in Downtown Office buildings. -Expectation that Office buildings in Downtown reduce their rate of drive-alone commuting by 35% over 10 years from initial measurement. -Enforcement provisions.	-Provides opportunity to update and revise code to reflect changes in overall environment and address provisions that are not working as envisioned.	-Limited scope of changes misses opportunity to emphasize performance, i.e., trip reduction. (Current code includes performance element only for Office uses in Downtown.)	-Enforcement provision could be modeled on the Commute Trip Reduction ordinance. (Employers are held accountable for making a “good faith” effort, but not in violation if drive-alone performance rate falls short of target. Definition of “good faith” effort includes cooperation with measurement surveys, implementation of strategies likely to achieve progress toward target and modification of program activities if performance falls short. City code provides for daily fine if employer is unresponsive or uncooperative.)

Option 3: Revise, expand performance goals a. Change from % reduction in drive-alone to a *specific target level* for proportion of commute trips to building by drive-alone mode (target may be linked to an areawide goal) b. Apply performance goal to a broader range of building types (currently, goal only applies to Office uses in Downtown) c. Apply performance goal to sites citywide (not just in Downtown)	-Recognizes that traffic impacts and challenges exist citywide (not just in Downtown) -Provides opportunity to shift focus to *outcomes*, rather than prescribing, monitoring implementation activities.	-Requires additional effort on the part of building managers and the city to measure performance. -Requires staff time to follow up with buildings that fall short on performance, to enhance their implementation and set stage for better outcomes.	-More closely aligns with framework used in other local jurisdictions (Issaquah, Kirkland, Redmond, Seattle); these have performance goals for proportion of commute trips by drive-alone mode, typically linked to an areawide target. -Similar to Commute Trip Reduction program, in that each site has a performance goal.
Option 4: Reduce or eliminate prescribed measures for implementation. Shift to a flexible "menu of options" approach for implementation measures.	-Building managers may select options that best fit their situation. -May ease implementation burden	-May require additional time to engage with building managers, so as to develop programs that will achieve actual results.	-More closely matches current framework of Commute Trip Reduction program (as updated in 2006-2008). -A list of options for implementation may be maintained by the City, updated administratively, using the model of the CTR Implementation Guidelines.
Option 5: Eliminate TMP code provisions	-Reduced burden on building managers (for implementation activities and measurement/ reporting). (See Cons column and Comments column for related notes on this point.) -May reduce burden on City (staff time, budget) for ongoing monitoring, if fewer new TMPs are established. (See Cons column for related notes on this point.)	-City loses a standard framework for addressing ongoing transportation impacts of major developments. -SEPA review of new development likely to require mitigation measures similar to TMP requirements at some projects. -Additional staff time needed during development review to evaluate impacts and determine mitigation measures under SEPA. (This also impacts developer staff time.) -Monitoring and enforcement may be more difficult if requirements vary from building to building. -Potential for more commute trips to large buildings.	-Monitoring of compliance with existing agreements (including concomitant agreements and other unique situations) could waver, if city no longer has a standard TMP requirement for new development. -Requirements may continue to be in effect at existing buildings with TMP agreements that were conditioned under current code (adopted 1995) or earlier code (adopted 1987). Similarly, requirements established as mitigation for impacts identified in SEPA review or as an element of a concomitant agreement would likely remain in effect.