



MEMORANDUM

DATE: September 16, 2008

TO: Transportation Commission

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SUBJECT: BROTS

The update to the 1999 Bel-Red/Overlake Transportation Study (BROTS) is well underway. This memo, plus a short presentation at the Transportation Commission meeting on September 25 will provide an overview of the project scope and schedule, a review of preliminary technical work, and a summary of the public involvement strategy and comments received.

BROTS Background

This 1999 interlocal agreement enables Bellevue and Redmond to cooperatively manage congestion in the Bel-Red and Overlake areas. The agreement identifies a number of transportation projects to be built and jointly funded in these areas. The current agreement expires in 2012. Attachment 1 is a map of the 1999 BROTS projects.

Given that both Bellevue and Redmond are planning for growth in the Bel-Red Corridor and the Overlake Neighborhood, traffic is likely to continue to increase. One area that the City is concerned about that was not included in the 1999 BROTS agreement is east Bellevue, specifically the north-south arterials between Overlake and I-90 - 140th, 148th, 156th, and 164th Avenues, and West Lake Sammamish Parkway.

Bellevue and Redmond have been coordinating in the respective plan updates for the Bel-Red and Overlake areas. The 2008 BROTS would consider land use projections in both cities through 2030 and plan for a transportation system to accommodate that growth. Based on concerns Bellevue has about impacts to east Bellevue, this area will be added to the updated agreement.

In November, 2007, 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, and to

consider framework principles that would guide the update of the BROTS agreement. These principles, attached in Attachment 2, were adopted by both Councils in December, 2007.

Existing BROTS Projects

The 1999 BROTS agreement included a project list, some of which are Bellevue-led, some are Redmond-led, and those projects on the border of the two cities would be jointly managed. Many of these projects are complete, including:

- 156th Avenue NE two-way-left-turn lane from NE 20th Street to NE 24th Street
- NE 29th Place NE 24th Street to 148th Avenue NE
- NE 24th Street widening from 140th Ave NE to NE 29th Place

Other projects are funded in the CIP and are undergoing design now – *the design of the projects on 148th Avenue NE may change as further analysis is done in the BROTS update:*

- 148th Avenue NE/Bel-Red Road intersection
- 148th Ave NE/NE 20th Street intersection
- Northup Way – add an eastbound lane between 120th Avenue NE to 124th Avenue NE

Projects that would not be included in the BROTS successor agreement would be those that are either complete, currently in development, or those that are no longer a priority for BROTS. Several projects in the latter category would be superseded by projects to be included in the draft Bel-Red Subarea Plan – for instance 130th Avenue NE would be a 2-lane street versus the 3-lane street identified in the 1999 BROTS agreement.

The remainder of the projects would be carried forward to the BROTS successor agreement, with perhaps design modifications to reflect land use assumptions and urban design objectives. Please see Attachment 3 for a list and map showing the status of the 1999 BROTS projects for which Bellevue is designated the lead agency.

BROTS Core Area

The BROTS “core area” is considered to be the area bounded by 148th Avenue NE on the west, 156th Avenue NE on the east, Bel-Red Road on the south, and NE 24th Street on the north. 1999 BROTS core area projects that have not been completed will be considered for the BROTS successor agreement, as shown in the Figure 1 below.

Staff from Bellevue and Redmond are collaborating on design options for these intersections. Additional roadway/intersection projects in the vicinity of the core area have been identified. Staff recommendations for the Bellevue projects will be brought to the Transportation Commission for review, as they would be included in an update of the 2009-2020 Transportation Facility Plan or in one of the Transportation Facility Plans that are part of the Comprehensive Plan.

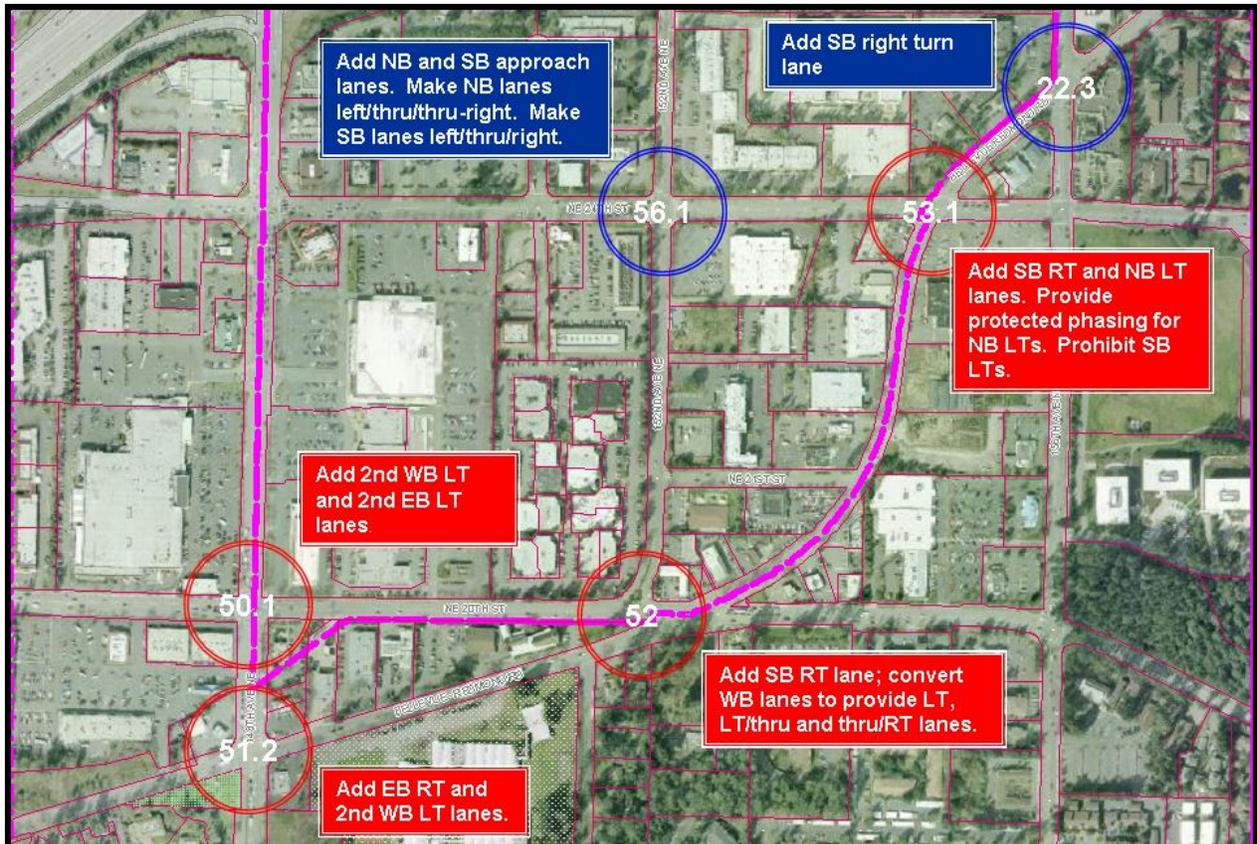


Figure 1. BROTS “Core Area” projects

BROTS East Bellevue

For east Bellevue, mitigation options being considered stem from an analysis conducted this spring by the firm Parsons Brinkerhoff. Together with staff, the consultant team considered a wide range of strategies that would simultaneously address traffic congestion on north-south arterials and enhance the livability of east Bellevue neighborhoods. Below are the five general categories in which community outreach has focused and for which additional technical work will be accomplished.

- **Transit** – comprehensive and reliable transit service to move people quickly between I-90 and the Overlake urban center
- **Transportation Demand Management (TDM)** – reducing single-occupant vehicle commuter trips using strategies such as parking supply/cost, transit passes, and telecommuting/flex time.
- **Non-motorized transportation** – improving sidewalks and bicycle facilities for safety, connectivity and mobility
- **Channelization/Operations** – spot improvements and signal technology to help roadways function more efficiently
- **Neighborhood Livability** - improving neighborhood amenities such as traffic calming, streetscape/landscape improvements and gateway features

Within the range of potential projects identified by the consultant were a number of project types that staff determined to be inappropriate – for environmental, cost, and neighborhood character reasons - for application in east Bellevue. These project types that will not be further considered for the BROT Successor agreement included:

- Roadway widening – no new general purpose or HOV lanes, although some widening for transit could be possible at specific locations.
- Elevated transit – any transit alternative would be accomplished at the same grade as the roadway
- Prohibited southbound thru traffic on 156th and 164th – all current travel movements would be maintained, although traffic calming projects could be installed
- Reversible lane on 148th – a reversible lane would not be considered for either general purpose or HOV/transit traffic at any time of the day

BROT Public Involvement

Public outreach is being accomplished in accordance with the direction from Council. The public outreach has engaged the community and collected comments on project ideas for east Bellevue.

A BROT Web site has been set up to both provide information and to receive comments – there is an on-line questionnaire that goes directly to

my in-box. This site, available through the City of Bellevue's home page is: <http://www.bellevuewa.gov/brots.htm>.

The east Bellevue community has provided input about the potential BROTS mitigation projects that they consider the best fit for east Bellevue neighborhoods. The outreach effort has engaged the community in a series of focus group meetings. Staff briefed the East Bellevue Community Council in June. In addition, on August 19, 56 members of the Lake Hills Community Club heard a presentation on BROTS and asked questions and provided comments afterward.

Staff has facilitated four focus groups – two with Bellevue staff who live in east Bellevue, and two with the broader community. These latter two were held on August 20 and August 27 in the Crossroads Community Center, with 15 and 10 participants respectively.

We asked each focus group three questions:

1. What's it like out there?

What's it like to travel around east Bellevue—by any means—for your job, to do errands, or for recreation or other activities?

2. What should we do about it?

What projects, or combinations of projects, do you think would make the biggest difference?

3. What is most important to you?

What transportation projects – in any of the categories – would be your top priority?

The following is a synopsis of what we've heard from the focus groups:

What's it like out there?

- 148th is congested in the AM and PM peak commute periods, but not bad at other times
- West Lake Sammamish Parkway is congested and it is difficult to merge into the stream of traffic from side streets and driveways
- Residents practice "avoidance" – they know when not to try to use certain roads
- Motorists speed through neighborhoods
- Residents would walk or bike more if facilities and connections were better

- Current local commute/errand options favor driving over transit

What should we do about it?

- Improve transit:
 - Address service frequency and routing
 - Apply technology such as transit signal prioritization on 148th Avenue
 - Install infrastructure such as queue jump lanes
- Improve north/south and east/west bicycle routes
- Do more traffic calming/neighborhood livability measures
 - On arterials, people like the design of 140th Avenue and Lake Hills Boulevard
 - In neighborhoods traffic circles are supported
- Advocate for improvements to the regional highway system (SR-520, I-405, I-90)

What is most important to you?

- Improve transit service:
 - For commuters during peak hours (utilize bus rapid transit service and facilities)
 - For local trips – generally increase service
- Improve pedestrian and bicycle facilities and connections
- Implement traffic calming on arterials and on neighborhood streets
- Enforce posted speed limits

BROTS – Transportation Commission

Given that the BROTS agreement itself is interlocal in nature, it is therefore in the purview of the City Council. However many of the BROTS transportation projects could be addressed as part of the update to the Transportation Facility Plan for 2009 – 2020, or subsequent updates to the TFP, and as such are within the Transportation Commission's responsibility. Also, the BROTS projects would be adopted as part of a Transportation Facility Plan – such as the East Bellevue Transportation Facility Plan – that is a component of the Comprehensive Plan. In this process, the Transportation Commission also has a role.

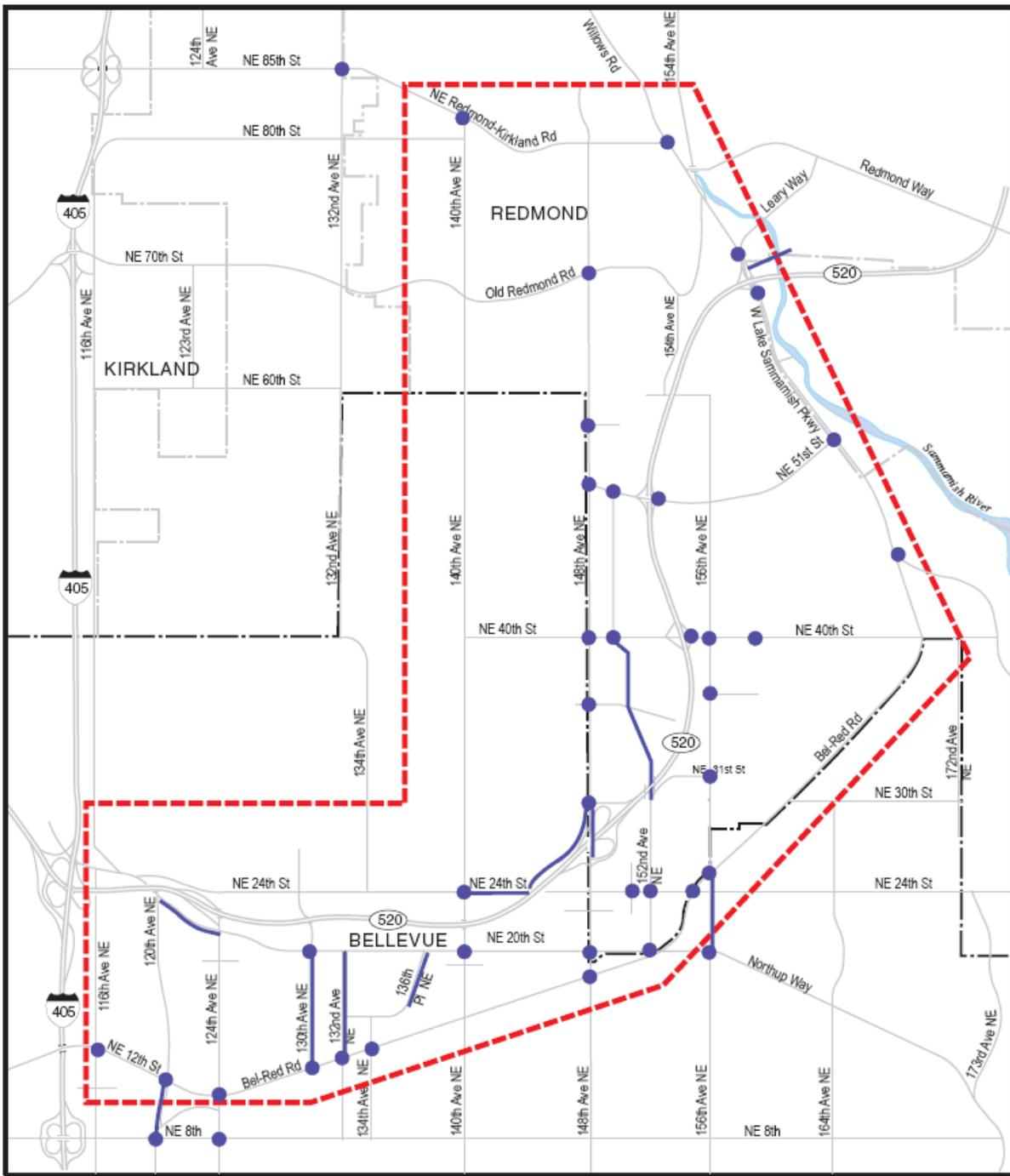
As potential BROTS transportation projects become more defined, we will follow-up with a briefing and discussion of those projects with the Commission.

BROTS Open House – September 17

At this meeting will be a review of the transportation system ideas that can help mitigate east Bellevue traffic concerns expressed through the focus

groups. The public will be asked to express their preference for certain projects or combinations of projects. Community input will be incorporated with the technical engineering and modeling work as the BROTS project list is developed.

Attachment 1 BROTS Area Map



- LEGEND**
- - - Study area boundary
 - City of Bellevue
 - Other city limits
 - — Brots projects

Bel-Red / Overlake Transportation Study Update

ATTACHMENT 2

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 funded 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.

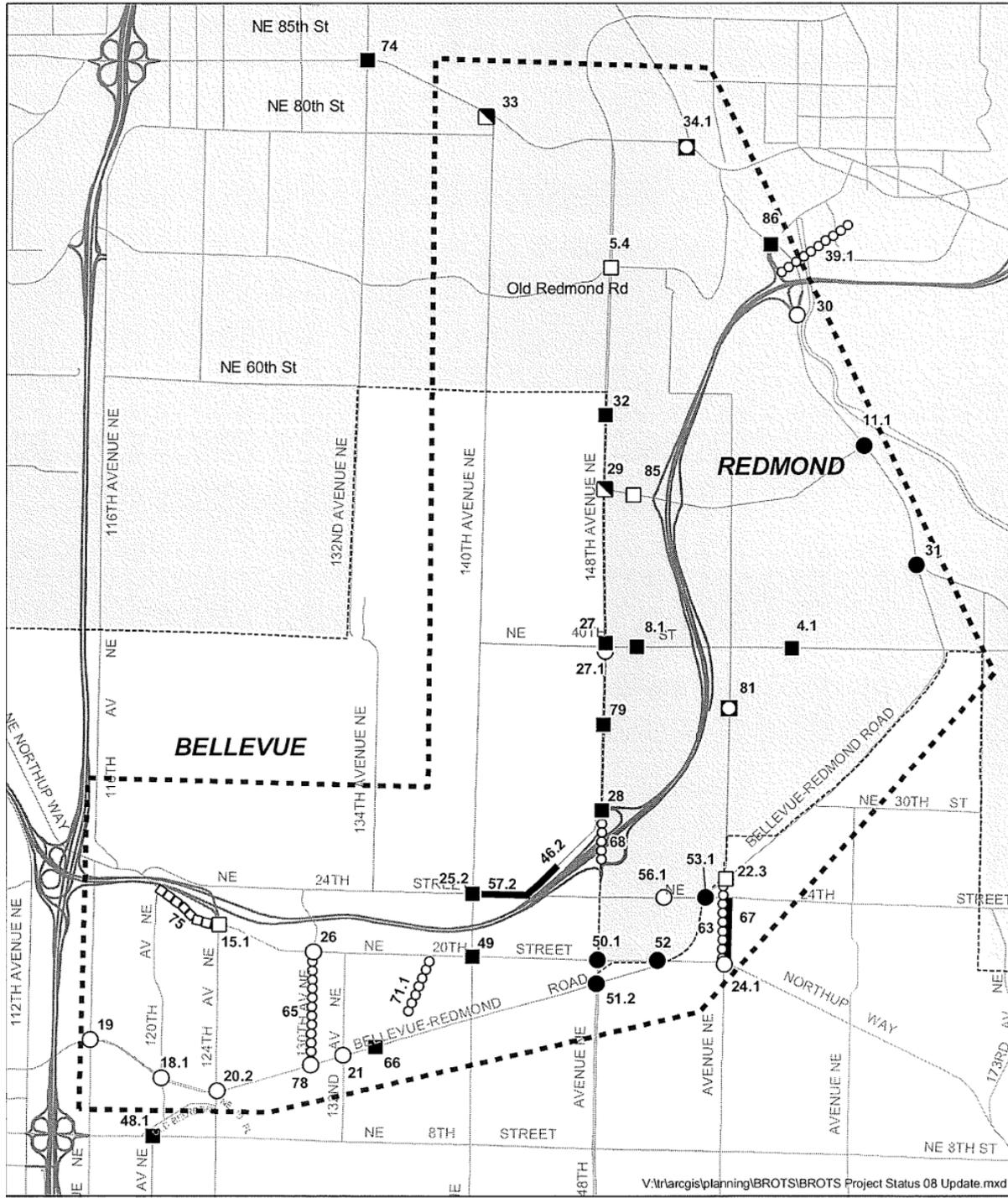
Implementation of Plans

- 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.

Attachment 3 BROS Project Status Categories: Map and Table



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Status of 1999 BROS Projects			
	Completed		Project Implementation Underway
	No Longer BROS Priority		Partially Completed / Remainder Implementation Underway
	Partially Completed / Remainder No Longer BROS Priority		Potential Project for BROS Successor Agreement
			BROS Study Area Boundary

Plot Date: 4/30/2008





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1999 BROTS Project Status Categories

		BROTS Proj. #	Location	BROTS ILA Project Description (1)	BROTS ILA Project Cost (2) (\$000)	Comments	
Bellevue Led Projects	Completed Projects	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	Four BROTS projects implemented as single COB CIP project (NE 29 th Place Connection)	
		JOINT-BROTS-28	148th Ave NE/NE 29th PI	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 PI - 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		
		BEL-BROTS-57.2	NE 24th St	Widen NE 24th St. to 4 lanes from east of NE 29th PI. to 140th Ave NE. Provide 2 WB lanes, 1 EB lane and a TWLT lane.	1,833		
	SUBTOTALS:					16,555	
	No Longer BROTS Priority - Lead City May Implement Project or Modified Project Outside BROTS ILA	BEL-BROTS-18.1	120th Ave NE/NE 12th St	Add SB RT lane.	404	Project would be superseded by proposed improvement on 120 th Avenue NE in the Bel-Red Subarea Plan	
		BEL-BROTS-19	116th Ave NE/NE 12th St	Add NB RT lane.	1,396	Project would be superseded by proposed improvement on 116 th Ave NE and new proposed NE 15 th / 16 th Street in the Bel-Red Subarea Plan	
		BEL-BROTS-20.2	124th Ave NE/Bel-Red Rd	Add SB RT lane.	939	Project would be superseded by proposed improvement on 124 th Avenue NE in the Bel-Red Subarea 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 Subarea Plan	

1999 BROTS Project Status Categories

		BROTS Proj. #	Location	BROTS ILA Project Description (1)	BROTS ILA Project Cost (2) (\$000)	Comments
		BEL-BROTS-24.1	156th Ave NE/Northup Way	Add 2nd NB LT lane and EB thru lane extended 800 ft east of 156th Ave NE (plus transition).	2,621	
		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 updated analysis in the Bel-Red Subarea Plan
		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 Subarea Plan
		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 on 130 th Avenue NE in the Bel-Red Subarea 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 on 136 th Place NE in the Bel-Red Subarea Plan
		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 improvement on 130 th Avenue NE in the Bel-Red Subarea Plan
		SUBTOTALS:				13,334
Bellevue Led Projects	Project Implementation Underway - Cost Sharing Arrangement TBD	BEL-BROTS-15.1	124th Ave NE/Northup Way	Add NB RT, EB RT, and EB thru lanes; convert WB RT lane to WB RT/thru lane.	1,552	Remains BROTS Priority <ul style="list-style-type: none"> • Two projects combined as single CIP project • Improvements assumed in Bel-Red EIS • Project design and ROW phases completed in 2004 • Construction scheduled to begin Fall 2008 • Project completion in late 2009
		BEL-BROTS-75	Northup Way - 120th Ave NE to 124th Ave NE	Add 2nd EB thru lane.	3,322	
		SUBTOTALS:				
		JOINT-BROTS-50.1	148th Ave NE/NE 20th St	Add 2nd WB LT and 2nd EB LT lanes.	1,993	<ul style="list-style-type: none"> • Project located on city limit line

1999 BROTS Project Status Categories

BROTS Proj. #	Location	BROTS ILA Project Description (1)	BROTS ILA Project Cost (2) (\$000)	Comments
				<ul style="list-style-type: none"> • Bel-Red Subarea Plan recommends 2nd NB LT, 2nd SB LT, SB RT, and WB RT lanes • Revised cost estimate: \$6.7 M
BEL-BROTS-51.2	148th Ave NE/Bel-Red Rd	Add EB RT and 2nd WB LT lanes.	2,117	<ul style="list-style-type: none"> • Project located south of City limit line, but intersection improvements and operations must be closely coordinated with Joint BROTS 50.1 • Bel-Red Subarea Plan recommends 2nd EB LT and WB RT lanes • Revised cost est: \$14.3 M
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	<ul style="list-style-type: none"> • Project located on city limit line • Revised 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	<ul style="list-style-type: none"> • Project located on city limit line • Revised cost estimate TBD
SUB TOTALS:			9,633	
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\$.

City of
Bellevue



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