



Transportation Commission Study Session

DATE: March 2, 2017
TO: Chair Zahn and Members of the Transportation Commission
FROM: Michael Ingram, Senior Transportation Planner
SUBJECT: Revision of City requirements for Transportation Management Programs at large real estate developments

DIRECTION REQUESTED

Action

X Discussion

X Information

The Transportation Management Program (TMP) Code Revision is scheduled as a Study Session item for the Commission meeting on March 9. In accordance with direction received from the City Council in September 2016, the work going forward will focus on six recommended changes to existing City code provisions for TMPs (listed on pages 2-3 and detailed in Attachment 1). The focus of the meeting on March 9 will be to discuss the next steps for developing the City code revisions and administrative guidance (*TMP Implementation Guidelines*) consistent with the six recommended changes. Key issues are:

- Determining an approach/methodology for establishing performance goals (applicable to office uses downtown and citywide, per Recommendations 2 and 3).
- Identifying the implementation activities expected at buildings (relates to Recommendation 4).

Staff have formed a “TMP Sounding Board” group to provide input to these two issues and to the development of the *TMP Implementation Guidelines* (relates to Recommendation 5). Participants include city staff (from Transportation Planning and Development Review), a King County Metro staff person, a representative from TransManage (the Bellevue TMA), representatives from three property owners/managers and a representative from a parking management company. The group will hold its first meeting on March 9 and will be available as a resource during the next several months. Commission comment is invited on the proposed role for the TMP Sounding Board and on the anticipated process for developing proposed code revisions and the *TMP Implementation Guidelines*.

BACKGROUND

Note: All but the final paragraph in this Background section is repeated from the November 10, 2016 meeting packet.

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 or residents, 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.

In March 2016, staff and the Commission initiated a process to review current requirements. Elements of the review included consideration of the origin of TMPs in Bellevue, examination of current City code requirements for TMPs and the extent that buildings currently affected by these agreements are in compliance with their requirements. Also reviewed was effectiveness of TMP buildings in reducing rates of drive alone commuting, comparison of TMP requirements with Commute Trip Reduction (CTR) requirements that apply to large employers as well as review of TMP requirements at other local jurisdictions. Details of these analyses are posted on the TMP page of the City website (<http://www.bellevuewa.gov/trip-reduction-large-buildings.htm>).

The review of TMP requirements also involved two initiatives to solicit input from stakeholders and affected parties. The first initiative was an online survey of persons directly involved with TMP requirements or TMP implementation activities in Bellevue (in late April/early May). The second initiative was an online open house (for five weeks in July/August). Reports of feedback from these outreach efforts are posted on the [City's TMP webpage](#).

At the meeting on September 8, 2016 the Commission endorsed six general changes to current requirements. The six recommended changes are:

- 1) Fix elements that are dated and/or not working.
- 2) Revise performance goal (which applies to Office buildings in Downtown), so that is realistic and equitable. Specify performance goal as a *target rate for drive-alone commuting* (rather than as a reduction from an initial baseline measurement).

- 3) Extend performance goal to Office uses citywide
- 4) Add flexibility to implementation measures, while maintaining minimum requirements.
- 5) Develop and maintain a *TMP Implementation Guidelines* document.
- 6) Increase building size thresholds for minimum TMP requirements of posting and distributing information.

On September 26, 2016 City staff, Chair Zahn and Commissioner Wu briefed the City Council on the TMP review initiative and the recommended changes. Council members expressed support for the work to date and for the six areas of revision recommended by the Commission. Attachment 1 describes the recommended changes in more detail.

Relating to Recommendation 1, staff provided an overview to the Commission on November 10, 2016 of the code and the process for enforcement of the City's Commute Trip Reduction regulations ([BCC 14.40.110](#)). Experience working with the CTR enforcement framework has shown it to be effective and staff proposed it as a model for how TMP enforcement could be addressed. Consistent with Commission input at the November 10 meeting, staff are working to identify proposed revisions to City TMP code, so as to include "CTR-like" enforcement provisions.

INFORMATION

Staff propose to work with the TMP Sounding Board to develop potential approaches to:

- Establishing performance targets for Office buildings (in Downtown and in other parts of the City)
- Identifying the implementation activities expected at buildings; including any minimum requirements and a menu of options for additional measures (which may be required, depending on the building size, use and level of performance)

It is anticipated that significant elements of these provisions will be documented in the *TMP Implementation Guidelines*; It is also anticipated the TMP Sounding Board will provide input to the development of the *TMP Implementation Guidelines*, a document intended to serve as a resource for building developers, building managers, city staff and others involved in TMP development, implementation and monitoring.

A draft timeline for completing the TMP Code Revision process is identified in Attachment 2. Progress on the TMP code revisions has fallen behind the anticipated schedule, primarily owing to competing priorities and staff capacity constraints. Several competing work items have been addressed and a feasible path and timeline for moving forward has now been identified. Included in the timeline is a public hearing on the potential changes (identified for the June 8 meeting). A point for discussion at the meeting on March 9 is whether additional public

outreach—such as an online open house—should be conducted for this current phase of the TMP code update process.

NEXT STEPS

Provided Commission supports the concept, staff will work in collaboration with the TMP Sounding Board to develop approaches to setting performance targets and implementation activities at TMP-affected buildings. (This will likely involve several meetings of the Sounding Board.) The results of these efforts will be discussed with the Transportation Commission on April 13. Staff will also offer information about any proposed public outreach.

The overall goal remains to complete the process of developing proposed revisions to City TMP requirements by the end of the Commission meeting on June 8.

If you have questions prior to the meeting, please contact me at mingram@bellevuewa.gov or 425-452-4166.

ATTACHMENTS

1. Recommendations for Revisions to TMP Requirements and Proposed Next Steps (Note: The same attachment was transmitted with the memos for the October 13 and November 10, 2016 meetings)
2. Transportation Commission Schedule for the TMP Code Update Process Timeline—DRAFT, 2 March 2016

Attachment 1: Recommendation for Revisions to TMP Requirements and Proposed Next Steps

October 6, 2016 (“Proposed Next Steps” updated March 2, 2017)

New buildings in certain use categories and exceeding certain size thresholds are subject to City requirements to develop and implement a Transportation Management Program (TMP). The purpose of the TMP requirement is to mitigate the ongoing impact of a building on the transportation system by reducing daily commute trips. Current City code requirements for TMPs were adopted in 1995 and are specified in BCC 14.60.070 (which applies to development citywide) and 14.60.080 (which applies to office buildings in Downtown); specific requirements vary by building use and size. Following various analyses and public engagements in spring and summer 2016, City staff and the Transportation Commission identified the following six recommended changes to current City code requirements for TMPs. The City Council reviewed these recommendations (on September 26, 2016) and directed staff and the Commission to continue work to further refine elements and details of the recommendations.

	Current code requirement	Recommended revision	Discussion	Proposed Next Steps
1	<p>Current code includes a few elements that are dated and/or not working. Elements identified to date are:</p> <ul style="list-style-type: none"> • Requirement to post information at individual tenant spaces in Downtown Bellevue office buildings. • Enforcement provisions. <p>(*See also item 2 below regarding performance goal.)</p>	<p>Fix elements that are dated and/or not working:</p> <ul style="list-style-type: none"> • Remove requirement for posting information regarding transit and ridesharing in individual tenant spaces • Enhance/revise enforcement provisions, using the Commute Trip Reduction code requirements (which were updated in 2008) as a model. 	<p>Current code requires posting transit and ridesharing information in workspaces of individual tenants with 50 or more employees at affected Office buildings in Downtown. (This is in addition to required posting of information in building lobbies/common areas). This provision is difficult to monitor and, arguably, is less important than in years past, given access to relevant information on the internet.</p> <p>Enforcement provisions are lacking for parts of the current code (BCC 14.60.070) and difficult to utilize for others (BCC 14.60.080, which specifies Downtown Office buildings that consistently fail to meet their performance goal post an assurance bond, at a level that meets the financial incentives included in the remedial action plan developed by the building to address the shortfall in performance). Staff are not aware of the current enforcement provision for</p>	<p>1. Fix elements that are dated or not working.</p> <p><i>November:</i> Review the CTR enforcement provisions, discuss how these could be applied to the TMP context.</p> <p>✓ <i>Discussed at 10 Nov 2016 TC meeting</i></p> <p><i>January:</i> ID revisions to City code language,</p> <ul style="list-style-type: none"> ▪ to remove requirement for posting information in tenant spaces ▪ to reflect the recommended change to enforcement provisions. <p>➤ <i>Timeline revised: See Attachment 2.</i></p>

	Current code requirement	Recommended revision	Discussion	Proposed Next Steps
			<p>14.60.080 ever being used; it does not provide a viable approach to engaging building managers and securing their cooperation in developing a more effective building trip reduction program. Furthermore, it holds them accountable for outcomes over which they have only limited influence.</p> <p>The proposed revised approach, following the CTR program model (BCC 14.40.110) holds affected employers responsible for making a “good faith effort” to develop effective CTR programs at their worksites; failure to meet a performance goal is not a violation per se. Employers who are in violation of program requirements are subject to a penalty of up to \$250 per day. Staff have found that making reference to this potential penalty has proven effective at gaining cooperation at several worksites where CTR engagement was lacking.</p>	
2	Current code sets a performance requirement for Office buildings in Downtown of a 35% reduction in drive-alone commuting over 10 years following an initial measurement.	<p>Revise performance goal so that is realistic and equitable.</p> <p>Specify performance goal as a <i>target rate for drive-alone commuting</i> (rather than as a reduction from an initial baseline measurement).</p>	<p>Two key problems have been identified with the current code requirement for trip reduction:</p> <ul style="list-style-type: none"> • The expected 35% reduction is unrealistic, actual reductions over 10 years average 20% • Buildings that start with a low baseline measurement have a difficult challenge in making further reduction, yet code requires they do so, even if their current performance is exemplary. 	<p>2. Revise Performance Goal. <u>January, February:</u> Discuss, refine potential approaches to determining drive-alone targets <u>March:</u> ID revisions to City code language relating to targets. ➤ <i>Timeline revised: See Attachment 2.</i></p>

	Current code requirement	Recommended revision	Discussion	Proposed Next Steps
			Setting performance goal as a specific target rate for drive-alone commuting allows for more consistent expectations from building to building and aligns with the approach used in other local jurisdictions that have TMP requirements.	
3	Current code requires a performance goal (for trip reduction) only at Office buildings in Downtown. Office buildings elsewhere in the city and other building types citywide have only a requirement to implement certain measures to encourage trip reduction.	Extend performance goal to Office uses citywide.	<p>Extending the performance goal requirement to (new) Office buildings citywide makes the TMP requirements more equitable. It also recognizes that transportation impacts and challenges exist in both the Downtown and outside Downtown settings.</p> <p>Office uses are the predominant employment citywide and generally have employees commuting during peak periods.</p>	<p>3. Extend performance goal to office uses citywide. To be addressed in conjunction with Recommendation #2, above.</p>

<p>4</p>	<p>Current code is prescriptive. It specifies particular measures that building owners/managers are required to implement. The specific measures vary by building use and size; requirements may include:</p> <ul style="list-style-type: none"> • Posting and distributing information about transit and ridesharing • Designating a building transportation coordinator • Providing preferential parking for carpools and vanpools • Providing a \$15 financial incentive to car/vanpool riders, transit users • Providing a guaranteed ride home. <p>Additional requirements apply to Office buildings in Downtown:</p> <ul style="list-style-type: none"> • Posting information about transit and ridesharing in tenant spaces • Parking stall cost as a line item in building leases • Tenant participation in building commute surveys. 	<p>Add flexibility to implementation measures, while maintaining minimum requirements.</p> <p>A more flexible approach could include the following:</p> <ol style="list-style-type: none"> a. Set minimum baseline measures (e.g., post & distribute transit and ridesharing information, designate a building transportation coordinator). b. Require additional measures at buildings meeting certain use categories and size thresholds. c. The additional measures may be selected from a City “<i>TMP Implementation Guidelines</i>” document. d. Office buildings meeting their drive-alone rate targets are relieved of the requirement to implement the additional measures. 	<p>By allowing flexibility, building managers can select the most appropriate measures, considering such factors as tenant characteristics and proximity to transit.</p> <p>Common themes throughout the TMP review process have been to accommodate future changes in technology and transportation. Allowing more flexibility in implementation measures and administrative revision of City guidance* will facilitate adaptation to changes in the broader environment.</p> <p>Maintaining certain minimum requirements (e.g., posting information, designating a Building Transportation Coordinator) will set a common baseline across buildings and facilitate monitoring.</p> <p>(*See <i>TMP Implementation Guidelines</i> description below.)</p>	<p>4. Add flexibility to implementation measures.</p> <p><i>February or March:</i> ID revisions to code language to support shift in framework from detailed implementation measures to TMP Implementation Guidelines (see #5 below).</p> <p>➤ <i>Timeline revised: See Attachment 2.</i></p>
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	Current code requirement	Recommended revision	Discussion	Proposed Next Steps
5	Current TMP requirements (including required implementation activities) are detailed in code, can only be adjusted via a code amendment process.	Develop and maintain a <i>TMP Implementation Guidelines</i> document detailing TMP implementation strategies, monitoring practices and other relevant information. The <i>TMP Implementation Guidelines</i> could be revised administratively, providing more flexibility to adapt as conditions evolve.	<p>The City currently has three transportation documents that provide additional guidance, in support of requirements specified in City code. These are,</p> <ul style="list-style-type: none"> • Commute Trip Reduction Implementation Guidelines • Impact Fee Manual • Transportation Design Manual <p>(The City of Seattle uses a similar model for TMPs: A “Director’s Rule” provides guidance on how to develop TMP agreements and implement requirements that are identified in City code.)</p>	<p>A. Develop and Maintain a TMP Implementation Guidelines document.</p> <p><i>November:</i></p> <p>B. Review potential models for the TMP Implementation Guidelines, including:</p> <p>C. Bellevue CTR Implementation Guidelines,</p> <p>D. Seattle Directors Rule 09-2015 (for TMPs)</p> <p>E. Review draft outline of a Bellevue TMP Implementation Guidelines document</p> <p>✓ <i>Discussed at 10 Nov 2016 TC meeting</i></p> <p><i>January, February, March:</i> Review draft content items relating to implementation measures.</p> <p><i>January or February:</i> ID necessary references in code sections to support TMP Implementation Guidelines.</p> <p>➤ <i>Timeline revised: See Attachment 2.</i></p>
6	Current thresholds for TMP requirements are as low as 30,000 gross square feet for Office uses and Medical Clinics. At these levels, the only requirement in the current code is posting of information regarding	<p>Increase building size thresholds at which TMP requirements apply.</p> <p>Other uses (Manufacturing, Retail, Residential) also have thresholds where the only requirement is posting</p>	<p>Eliminating the TMP conditions for smaller buildings, where the only requirement is post and distribute information, would not only reduce the number of TMP agreements that must be established and monitored, but also would recognize that options for access to information have</p>	<p>5. Increase building size thresholds for minimum TMP requirements.</p> <p><i>February or March:</i> Review current and proposed thresholds.</p> <p>➤ <i>Timeline revised: See Attachment 2.</i></p>

	Current code requirement	Recommended revision	Discussion	Proposed Next Steps
	ridesharing and transit and annual distribution of information to tenants (as well as to new tenants and new employees).	and distributing information. These too should be increased.	<p>evolved since the current code was adopted (in 1995). Specifically,</p> <ul style="list-style-type: none"> • Information about travel options is more readily available, via the internet (including by smartphone) • The City now has a robust travel options program, Choose Your Way Bellevue, directed to individuals (as well as employers and property managers) 	

Transportation Commission Schedule for TMP Code Update Process—DRAFT

2 March 2016

Need/purpose: Identify revisions to City Code and develop administrative guidance corresponding to recommended revisions endorsed by Transportation Commission and City Council in September 2016.

10 Nov 2016 Transportation Commission meeting:

- Discussed revised model for TMP Enforcement (to make it similar to CTR)
- Reviewed potential models for *TMP Implementation Guidelines*

Follow up step: Staff to markup City code to reflect proposed changes to TMP enforcement (work in progress)

9 March 2017 Transportation Commission meeting

- Discuss TMP Sounding Board role
- Discuss TMP code update process, including stakeholder outreach (need for, options to pursue)

Anticipated follow up steps: Staff work with TMP Sounding Board to,

- Develop proposed approach for setting TMP performance targets,
- Develop framework for TMP implementation requirements,
- Draft *TMP Implementation Guidelines* document

13 April 2017 Transportation Commission meeting

- Discuss approach for setting TMP performance targets
- Discuss proposed approach for TMP implementation requirements
- Review *draft TMP Implementation Guidelines* document
- Discuss process for stakeholder outreach

Anticipated follow-up steps.

- Refine TMP performance targets
- Refine TMP implementation activities requirements, options
- Further develop *TMP Implementation Guidelines* document
- Identify code revisions corresponding to proposed changes

Potential activity: Additional stakeholder outreach (may be in the form of an Online Open House).

11 May 2017 Transportation Commission meeting

- Report on stakeholder outreach
- Discuss any refinements to TMP performance targets, implementation requirements, *Implementation Guidelines* document.
- Review code revisions
- Consider minimum building size thresholds for TMP requirements

8 June 2017 Transportation Commission meeting

- Possible public hearing
- Possible Commission recommendation for City Council