DEVELOPMENT SERVICES DEPARTMENT
ENVIRONMENTAL COORDINATOR
450 110th Ave NE
BELLEVUE, WA 98009-9012

DETERMINATION OF NON-SIGNIFICANCE

PROPONENT: Kevin McDonald AICP
LOCATION OF PROPOSAL: 10777 Main St.

DESCRIPTION OF PROPOSAL: **Complete Streets** - 2017 Annual Amendments to the Comprehensive Plan, including a Work Program and proposed amendments to the Bellevue Comprehensive Plan for purposes of RCW 36.70A.130, assuring that the Plan continues to comply with the requirements of the GMA and including consideration of emerging local and regional needs, changes to state and federal laws, Bellevue's progress towards meeting GMA Goals, and whether the Plan is internally consistent. Amend the Transportation Element with Complete Streets policy amendments to more fully embed Complete Streets in Bellevue's street corridors and transportation networks by adding seven existing policies, narrative language, and a new graphic call-out text box in the Comprehensive Plan.

FILE NUMBERS: 17-109009 AC **PLANNER:** Nicholas Matz AICP

The Environmental Coordinator of the City of Bellevue has determined that this proposal does not have a probable significant adverse impact upon the environment. An Environmental Impact Statement (EIS) is not required under RCW 43.21C.030(2)(C). This decision was made after the Bellevue Environmental Coordinator reviewed the completed environmental checklist and information filed with the Land Use Division of the Development Services Department. This information is available to the public on request.

☐ There is no comment period for this DNS. There is a 14-day appeal period. Only persons who submitted written comments before the DNS was issued may appeal the decision. A written appeal must be filed in the City Clerk's office by 5:00 p.m. on .

☒ This DNS is issued after using the optional DNS process in WAC 197-11-355. There is no further comment period on the DNS. Only persons who submitted written comments before the DNS was issued may appeal the decision. This DNS is only appealable as part of the City's action on the amendment to the Land Use Code. In order to comply with requirements of SEPA and the State of Washington Growth Management Act for coordination of hearings, any appeal of the SEPA threshold determination herein will be considered by the Growth Management Hearings Board along with an appeal of the City Council's action. For information on how to appeal a proposal, visit the Permit Center at City Hall or call (425) 452-4188.

☐ This DNS is issued under WAC 197-11-340(2) and is subject to a 14-day comment period from the date below. Comments must be submitted by 5 p.m. on _____. This DNS is also subject to appeal. A written appeal must be filed in the City Clerk's Office by 5:00 p.m. on _____.

This DNS may be withdrawn at any time if the proposal is modified so as to have significant adverse environmental impacts; if there is significant new information indicating a proposals probable significant adverse environmental impacts (unless a non-exempt license has been issued if the proposal is a private project); or if the DNS was procured by misrepresentation or lack of material disclosure.

Environmental Coordinator

10/12/2017
Date

OTHERS TO RECEIVE THIS DOCUMENT:
☒ State Department of Fish and Wildlife / Stewart.Reinbold@dfw.gov; Christa.Heller@dfw.wa.gov;
☒ State Department of Ecology, Shoreline Planner N.W. Region / Jobu461@ecy.wa.gov; sepaunit@ecy.wa.gov
☒ Army Corps of Engineers Susan.M.Powell@nws02.usace.army.mil
☒ Attorney General ecyolyef@atg.wa.gov
☒ Muckleshoot Indian Tribe Karen.Walter@muckleshoot.nsn.us; Fisheries.fileroom@muckleshoot.nsn.us

City of Bellevue

2017 Comprehensive Plan Amendments
PO Box 90012 Bellevue Washington 98009 9021

Planning Staff Report

DATE: October 12, 2017

TO: Chair Walter, Bellevue Planning Commissioners

FROM: Nicholas Matz AICP, Senior Planner 425 452-5371
nmatz@bellevuewa.gov

SUBJECT: Complete Streets Comprehensive Plan Amendment (17-109009 AC)
November 1, 2017 Final Review Public Hearing (LUC 20.30I.A.1.b)

I. PROPOSAL

The Complete Streets CPA proposes to amend the Transportation Element to fully support a Complete Streets program in Bellevue. Consistent with City Council direction, the Transportation Commission worked extensively to recommend amendments to seven existing policies in the Transportation Element, add narrative language, and create a new graphic call-out text box in the Comprehensive Plan. See Attachment A.

Permit Number:	17-109009 AC
Subarea:	N/A
Address:	Citywide
Applicant(s):	City of Bellevue

Complete Streets

Complete Streets is a national movement intended to inspire communities to consider *all* modes of travel in the planning, design, implementation, maintenance, and operation of their transportation systems. Cities use a Complete Streets framework to ensure safe, reliable mobility options and access for all modes and users of these systems.

The Washington State Legislature enacted Complete Streets legislation in 2011.

II. STAFF RECOMMENDATION

This Transportation Commission recommended proposal satisfies the Decision Criteria for a Comprehensive Plan Amendment and **staff recommends approval of the Comprehensive Plan Amendment to:** Amend the Transportation Element with Complete Streets policy amendments to more fully embed Complete Streets in Bellevue's street corridors and transportation networks by adding seven existing policies, narrative language, and a graphic call-out text box in the Comprehensive Plan:

- ✓ The proposed amendment is **consistent with the Comprehensive Plan** because it *reinforces a policy framework comprehensively articulating the completeness, connectedness, and resiliency of Bellevue's transportation system. This is an appropriate role for the Plan. It also enhances Bellevue's existing policy commitments to provide safe and reliable mobility options for people wherever they need to go throughout the city, whether they are walking, riding a bicycle, taking transit, or driving a car;*

- ✓ The proposed amendment **addresses the interests and changed needs of the entire city** because it *supports amending the Comprehensive Plan with policies that address identified gaps in Bellevue's*

approach to implementing Complete Streets—a national movement intended to inspire communities to consider all modes of travel in the planning, design, implementation, maintenance, and operation of their transportation systems;

- ✓ The proposed amendment **addresses significantly changed conditions (since the last time the pertinent CP map or text was amended)** *because although more people use Bellevue's transportation systems, affirming such commitment to provide safe and reliable mobility options for people wherever they need to go throughout the city whether they are walking, riding a bicycle, taking transit, or driving a car; such change has implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole given the 2016 adoption of Vision Zero CPA;*

- ✓ The proposed amendment **could be suitably developed** under the potential zoning classifications - *this criterion is not applicable to this policy recommendation;*

and

- ✓ The proposed amendment **demonstrates a public benefit** because it *supports fully embedding Complete Streets concepts and ethics into all aspects of street corridors and networks in Bellevue. The demonstrable benefits of such full embedding include measurable increases in community health indicators, measurable increases in operations and performance of such street corridors and networks, and leveraging a Complete Streets policy presence in the form of grant and transportation funding from sources outside of city government.*

III. BACKGROUND

On September 19, 2016, the City Council adopted Ordinance No. 6308 to clarify how Bellevue currently addresses Complete Streets concepts and policy frameworks. The ordinance included an existing policy framework in the Pedestrian and Bicycle Transportation Plan and Transit Master Plan and 31 applicable policies in the Comprehensive Plan. This framework and these policies articulate the completeness, connectedness, and resiliency of Bellevue's transportation system—key elements of the Complete Streets approach. The ordinance also affirmed Bellevue's existing commitment to provide safe and reliable mobility options for people wherever they need to go throughout the city, whether they are walking, riding a bicycle, taking transit, or driving a car.

Ordinance No. 6308 included a new Complete Streets section in the Transportation Development Code (BCC 14.60), endorsed the NACTO Urban Street Design Guide for use by the city, and acknowledged the role of previously adopted Vision Zero concepts and policies in Complete Streets implementation.

Finally, the City Council used the ordinance in directing the Transportation Commission to close the loop on this assessment of the city's Complete Streets readiness by reviewing and identifying complete streets policy gaps in the Comprehensive Plan. The Transportation Commission worked extensively to recommend amendments to seven existing policies in the Transportation Element, add narrative language, and create a new graphic call-out text box in the Comprehensive Plan which more fully explains how the Complete Streets Program works in Bellevue.

The Transportation Commission delivered its assessment and recommendation, and the City Council on March 20, 2017 initiated a Comprehensive Plan Amendment to fully embed Complete Streets into the Transportation Element.

IV. DECISION CRITERIA

The Decision Criteria for a Comprehensive Plan Amendment are set forth in the Land Use Code, Section 20.30I.150. Based on the criteria, Department of Planning and Community Development staff recommends **approval** of the proposed amendment. This conclusion is based on the following analysis:

A. There exists obvious technical error in the pertinent Comprehensive Plan provision, or

Not applicable to this proposal.

B1. The proposed amendment is consistent with the Comprehensive Plan and other goals and policies of the city, the Countywide Planning Policies (CPP), the Growth Management Act and other applicable law; and

The proposed amendment is consistent with the Comprehensive Plan because it provides a comprehensive policy framework articulating the completeness, connectedness, and resiliency of Bellevue's transportation system and affirming Bellevue's existing commitment to provide safe and reliable mobility options for people wherever they need to go throughout the city, whether they are walking, riding a bicycle, taking transit, or driving a car;

The Comprehensive Plan includes 31 policies that articulate key elements of the Complete Streets approach. Policies express a commitment in Bellevue to provide safe and reliable mobility options for people wherever they need to go throughout the city, whether they are walking, riding a bicycle, taking transit and/or driving a car.

Transportation Element Goal*: "To maintain and enhance a comprehensive multimodal transportation system to serve all members of the community."*

TR-4. *Incorporate transit-supportive and pedestrian-oriented design features in new development through development review.*

TR-20. *Manage the multimodal transportation system in a corridor approach within and across Mobility Management Areas.*

TR-21. *Ensure that the transportation system infrastructure in Bellevue provides mobility options for all modes, and accommodates the mobility needs of everyone, including underserved populations.*

TR-22. *Implement and prioritize transportation system improvements to meet the level-of-service standards and other mobility targets for all transportation modes, recognizing the range of mobility needs of each corridor and Mobility Management Area.*

TR-23. *Coordinate improvements and operations among travel modes and provide connections between modes.*

TR-24. *Incorporate pedestrian and bicycle facility improvements into roadway projects in accordance with the Pedestrian and Bicycle Transportation Plan.*

TR-25. *Incorporate transit/high-occupancy vehicle facility improvements in accordance with the Transit Master Plan and corridor studies.*

TR-26. *Increase system connectivity for all modes by providing for roadway, pedestrian, and bicycling connections in newly developing and redeveloping areas.*

TR-27. *Design, implement, and maintain transportation system improvements and deliver transportation services and programs in accordance with the Americans with Disabilities Act (ADA).*

TR-30. *Establish multimodal level-of-service and concurrency standards and other mobility measures and targets for transportation corridors and in each area of the city in consideration of planned development patterns and mobility options.*

TR-32. *Utilize level-of-service standards for transportation corridors that reflect the range of available and intended mobility options.*

TR-33. *Utilize concurrency standards that consider the available and intended mobility options for transportation corridors, Mobility Management Areas and implementation and management priorities.*

TR-34. *Monitor the level-of-service for all modes and adjust programs and resources as necessary to achieve mobility targets and objectives.*

TR-48. *Employ intelligent transportation system technology and infrastructure to support the efficient movement of people and vehicles throughout the city.*

TR-51. *Provide sufficient arterial rights-of-way to provide space for street trees and landscaping, and to accommodate pedestrian and bicycle facilities, while considering neighborhood character and context.*

TR-52. *Design arterials and streets to fit the intended character of the areas through which they pass.*

TR-53. *Maintain and enhance safety for all users of the roadway network.*

TR-61. *Allow for repurposing of travel lanes for other uses such as parking, transit or pedestrian and bicycle facilities where excess vehicular capacity exists and/or to optimize person throughput along a corridor.*

TR-73. *Implement infrastructure and technology to support reliable transit arrival time and travel time along the frequent transit network.*

TR-78. *Develop and implement, in conjunction with the transit providers, an integrated way-finding system to facilitate transit ridership that incorporates principles of universal design and uses multiple languages.*

TR-103. *Promote and facilitate walking and bicycling.*

TR-104. *Incorporate pedestrian and bicycle facilities along with other mobility options in planning, developing and maintaining the transportation system.*

TR-111. *Consider the personal health benefits and the community environmental benefits of walking, jogging, and bicycling in pedestrian and bicycle project design and funding.*

TR-116. *Improve the opportunities for pedestrians to safely cross streets at intersections and designated mid-block locations.*

TR-126. *Provide for the needs of freight movement in managing the existing transportation system and developing new facilities.*

TR-139. *Develop the transportation system in Bellevue to minimize environmental and neighborhood impacts, while addressing the city's long-term transportation and land use objectives.*

TR-146. *Consider neighborhood traffic and livability conditions and address potential adverse impacts of public and private projects during the planning, designing, permitting, and construction phases.*

TR-147. *Evaluate neighborhood impacts as part of corridor and subarea transportation studies.*

Also, in the Urban Design Element:

UD-63. *Ensure continuous and safe sidewalks wide enough to serve current and planned uses along arterials that are integrated with abutting land uses.*

UD-66. *Ensure that sidewalks, walkways, and trails are furnished, where needed and appropriate, with lighting, seating, landscaping, street trees, planter strips, trash receptacles, public art, bike racks, railings, handicap access, newspaper boxes, etc. without interfering with pedestrian circulation.*

UD-72. *Work with the community to identify and develop a system of neighborhood greenways that offer safe alternative routes for pedestrians and bicyclists.*

Growth Management Act

The proposed amendment is consistent with GMA urban growth planning goals encouraging development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner; and with transportation planning goals encouraging efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Countywide Planning Policies

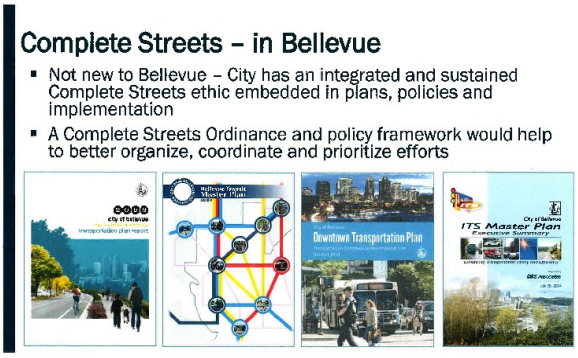
The proposed amendment is consistent with the overall intent of the King County Countywide Planning Policies (KCCPP) to provide for an "efficient transportation system that provides multiple options for moving people and goods." The Countywide Planning Policies also recognize that "Mobility is necessary to sustain personal quality of life and the regional economy. For individuals, mobility requires an effective transportation system that provides safe, reliable, and affordable travel options for people of all ages, incomes and abilities." Specific KCCPP ***policies*** *that address safety and mobility include the following:*

- ***Policy T-1:*** *Work cooperatively with the Puget Sound Regional Council, the state, and other relevant agencies to finance and develop a multi-modal transportation system that enhances regional mobility and reinforces the countywide vision for managing growth. Use VISION 2040 and Transportation 2040 as the policy and funding framework for creating a system of Urban Centers and Manufacturing / Industrial Centers linked by high-capacity transit, bus transit and an interconnected system of freeways and high-occupancy vehicle lanes.*

- ***Policy T-9:*** *Promote the mobility of people and goods through a multi-modal transportation system based on regional priorities consistent with VISION 2040 and local comprehensive plans.*
- ***Policy T-12:*** *Address the needs of non-driving populations in the development and management of local and regional transportation systems.*
- ***Policy T-14:*** *Prioritize essential maintenance, preservation, and safety improvements of the existing transportation system to protect mobility and avoid more costly replacement projects.*
- ***Policy T-19:*** *Design roads and streets, including retrofit projects, to accommodate a range of motorized and non-motorized travel modes in order to reduce injuries and fatalities and to encourage non-motorized travel. The design should include well-defined, safe and appealing spaces for pedestrians and bicyclists.*
- ***Policy T-21:*** *Provide opportunities for an active, healthy lifestyle by integrating the needs of pedestrians and bicyclists in the local and regional transportation plans and systems.*
- ***Policy DP-32:*** *Adopt a map and housing and employment growth targets in city comprehensive plans for each Urban Center, and adopt policies to promote and maintain quality of life in the Center through:…Planning for complete streets to provide safe and inviting access to multiple travel modes, especially bicycle and pedestrian travel;…*

B2. The proposed amendment addresses the interests and changed needs of the entire city as identified in its long-range planning and policy documents; and

The proposed amendment addresses the interests and changed needs of the entire city. because it supports amending the Comprehensive Plan with policies that address identified gaps in Bellevue's approach to implementing Complete Streets; Existing policies, programs, direction and endorsements include the:



- *Pedestrian and Bicycle Transportation Plan (2009) that identifies and prioritizes projects to create a complete and connected bicycle system throughout the city; and*
- *Transit Master Plan (2013) that provides a basis to advance proposed capital projects for study, design, prioritization and implementation with the policy vision to provide efficient, useful, attractive service for most people, to most destinations, most of the time.*

Projects for each mode need not be mutually exclusive, and the Complete Streets model that is supported by the recommended policies seeks to resolve potentially competing interests with a multimodal approach on a corridor basis.

B3. The proposed amendment addresses significantly changed conditions since the last time the pertinent Comprehensive Plan map or text was amended. See LUC 20.50.046 [below] for the definition of "significantly changed conditions"; and

Significantly changed conditions are defined as: Demonstrating evidence of change such as unanticipated consequences of an adopted policy, or changed conditions on the subject property or its surrounding area, or changes related to the pertinent Plan map or text; where such change has implications

of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole. *This definition applies only to Part 20.30I Amendment and Review of the Comprehensive Plan (LUC 20.50.046).*

The proposed amendment addresses significantly changed conditions because there are more people using Bellevue's transportation systems, requiring a commitment to provide safe and reliable mobility options for people wherever they need to go throughout the city, whether they are walking, riding a bicycle, taking transit, or driving a car.

The proposal addresses significantly changed conditions where changes related to the pertinent Plan map or text have implications of a magnitude that need to be addressed for the Comprehensive Plan to function as an integrated whole given the 2016 Vision Zero CPA adoption.

Acting with Council direction, The Transportation Commission worked extensively to recommend amendments to seven existing policies in the Transportation Element, add narrative language, and create a new graphic call-out text box in the Comprehensive Plan to more fully embed Complete Streets in scoping, planning, designing, implementing, operating, and maintaining street corridors and networks in Bellevue.

B4. If a site-specific proposed amendment, the subject property is suitable for development in general conformance with adjacent land use and the surrounding development pattern, and with zoning standards under the potential zoning classifications; and

N/A.

B5. The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the city.

The proposed amendment demonstrates a public benefit and enhances the public health, safety and welfare of the city because it supports fully embedding Complete Streets concepts and ethics into all aspects of street corridors and networks in Bellevue. The demonstrable benefits of such full embedding include measurable increases in community health indicators, measurable increases in operations and performance of such street corridors and networks, and leveraging a Complete Streets policy presence in the form of grant and transportation funding from sources outside of city government.

V. STATE ENVIRONMENTAL POLICY ACT

The Environmental Coordinator for the City of Bellevue has determined that this proposal will not result in any probable, significant adverse environmental impacts. A final threshold determination of non-significance (DNS) was issued on October 12, 2017.

VI. PUBLIC NOTICE AND COMMENT

Notice of the November 1, 2017, Final Review Public Hearing before the Planning Commission was published in the Weekly Permit Bulletin on October 12, 2017, and included notice sent to parties of record.

Public comment letters received – if any – will be provided to the Planning Commission in their desk packet for the November 1 hearing.

Pursuant to the requirements of the Growth Management Act, state agencies must be given 60 days to review and comment on proposed amendments to the Comprehensive Plan. A list of the 2017 amendment to the Bellevue Comprehensive Plan was provided to state agencies on September 18, 2017, for review.

VII. NEXT STEPS

We request you conduct and close the public hearing, study the proposal, and make a recommendation.

VIII. ATTACHMENTS

A. Transportation Commission Complete Streets Policy Recommendation
B. SEPA Threshold Determination

Bellevue Comprehensive Plan - Transportation Element Policy (Staff Recommendation January 26, 2017)

Complete Streets Narrative

The transportation system in Bellevue provides safe and reliable mobility options for people to travel throughout the city. A Complete Streets network enables equitable access for all people and all travel modes. Each street in Bellevue is unique, and each street must serve a range of users with a design that is compatible with the context of the corridor and community. Complete Streets may also create great places that encourage people to gather in public spaces.

The Transportation Element supports a complete, connected, and resilient multimodal transportation system. City staff incorporate Complete Streets best practices and consider all roadway users and all modes of travel as they scope project concepts, plan for alternative approaches, design the preferred solution, build the project, then maintain and operate the project.

A Complete Streets network approach provides access for all modes along convenient alternate routes in situations where it is not possible, practical, or desirable to incorporate facilities for all modes on a particular street

The Transportation Director maintains and updates a Transportation Design Manual that incorporates best practices to implement a Compete Streets approach, using design guidance from professional organizations such as the American Association of State Highway Transportation Officials (AASHTO), Institute of Transportation Engineers (ITE), and National Association of City Transportation Officials (NACTO).

TRANSPORTATION ELEMENT GOAL "To scope, plan, design, implement, operate, maintain and enhance a comprehensive, multimodal transportation system to serve all members of the community."

Mobility Management Section

TR-20. ~~Manage~~ Scope, plan, design, implement, operate, and maintain a complete and ~~the~~ multimodal transportation system in a corridor approach within and across Mobility Management Areas.

TR-22. Implement and prioritize transportation system improvements to meet the multimodal level-of-service standards, Complete Streets goals, and other mobility targets for all transportation modes, recognizing the range of mobility needs of each corridor and Mobility Management Area.

TR-23. Coordinate improvements and operations among travel modes and provide facilities to support people who are making connections between modes.

TR-26. Increase system connectivity for all modes by providing for ~~roadway,~~ vehicular, transit, pedestrian, and bicycling facilities ~~connections~~ to create a Complete Streets network throughout the city~~in newly developing and redeveloping areas~~.

TR-32. Utilize multimodal level-of-service standards for transportation corridors that reflect the range of available and intended mobility options.

Pedestrian and Bicycle Transportation Section

TR-104. Incorporate pedestrian and bicycle facilities along with other mobility options in scoping, planning, designing, implementing, operating ~~developing~~ and maintaining the transportation system.

Neighborhood Protection Section

TR-147. Evaluate neighborhood impacts and Complete Streets implementation opportunities as part of corridor and subarea transportation studies.

WHAT IS A COMPLETE STREET*

- **Roadway Users and Modes** – Complete Streets are for people of all ages and abilities walking, bicycling, and using public transit, and for those driving private automobiles, freight and delivery vehicles, and emergency vehicles.
- **Projects and Phases** – Complete Streets applies on the public rights-of-way and easements for all project phases including scoping, planning, designing, implementing, operating, and maintaining the transportation system.
- **Clear, Accountable Exceptions –** The conditions for granting exceptions are specific and require approval from the Transportation Director.
- **Network Connectivity –** Complete Streets promotes a comprehensive, integrated, connected network for all modes.
- **Design –** Complete Streets uses a best practices approach and practices balance and flexibility to accommodate the needs of all roadway users.
- **Community Context –** Complete Streets solutions complement the context of the corridor and surrounding community.
- **Performance Measures –** Complete streets performance is measured against adopted level-of-service standards and mode-specific plans.

**Adapted for Bellevue from the National Complete Streets Coalition*