

Summary Report of Investigation

Date: January 12, 2024

To: City Manager Diane Carlson

From: City Attorney Kathy Gerla and Assistant City Attorney Kathleen Kline

I. Introduction and Scope of Investigation

On December 4, 2023, the City of Bellevue received an ethics complaint (“Complaint”) alleging an employee, Franz Loewenherz, had engaged in unethical conduct with regards to his work on the Bike Bellevue project. The Complaint identified five emails sent by Mr. Loewenherz in September and November of 2023 that allegedly constituted or demonstrated the unethical conduct.

Pursuant to Bellevue City Code Chapter 3.90, the City Manager directed the City Attorney to look into the matter to assist in determining if there had been a violation of the City’s ethics code. This investigation reviewed the specific allegations and concerns raised in the Complaint.

II. Investigative Process

The City Attorney’s Office interviewed eight current City of Bellevue employees who have been involved in the Bike Bellevue project and were believed to have information relevant to the Complaint. The City Attorney’s Office also reviewed a number of emails sent and received by Franz Loewenherz as well as public facing materials available on the City’s Bike Bellevue page, including public comments provided to the Transportation Commission. Additionally, the City Attorney’s Office reviewed audio recordings of Transportation Commission meetings concerning the Bike Bellevue project.

III. Applicable Law

RCW 42.23.070(1) prohibits a “municipal officer” from using their position “to secure special privileges or exemptions for himself, herself, or others.” There is a very similar restriction for state employees. *See* RCW 42.52.070(1). While the scope of who would be considered a “municipal officer” for purposes of RCW 42.23.070(1) is not clear, we have assumed, for purposes of this Report, that the prohibition on providing special privileges or exemptions applies to Mr. Loewenherz.

The Bellevue City Code and internal city policies more broadly prohibit employees from engaging in any act which is in conflict with, or creates an appearance of conflict with, the performance of official duties. *See* BCC 3.90.040. An employee is deemed to have a conflict of interest if the employee, among other things:

Engages in, accepts private employment from or renders services for private interest when such employment or service is incompatible with the proper

discharge of official duties or would tend to impair independence of judgment or action in the performance of official duties;

BCC 3.90.040 (E).

The broader language of the City Code would arguably encompass the acts described in RCW 42.23.070(1), prohibiting all City employees from using their position to secure a special privilege or exemption for others because this would be incompatible with the proper discharge of their official duties or would tend to impair independence of judgment or action in the performance of their official duties.

“Special privileges or exemptions” are privileges or exemptions to which the person is not legally entitled. See [AGO 2010 No. 3](#).

Courts have concluded that privileges or exemptions which would amount to violations of law are one kind of “special privilege” under RCW 42.23.070(1). See, e.g., *Hubbard v. Spokane County*, 146 Wn.2d 699, 712–13, 50 P.3d 602, 609 (2002), *overruled on other grounds by Rose v. Anderson Hay & Grain Co.*, 184 Wn.2d 268, 358 P.3d 1139 (2015) (concluding issuing a permit that would have violated both the county’s zoning code and the airport master plan would be a “special privilege” because the recipient would not have been legally entitled to the permit); *In Recall of Feetham*, 149 Wn.2d 860, 867, 72 P.3d 741 (2003) (finding a prima facie violation of RCW 42.23.070(1) where the mayor directed the town building inspector not to enforce the building codes and issue an occupancy permit to a local business despite the building not being in compliance and removed a permit file for his own personal use in violation of the law).

The Washington State Attorney General’s Office has opined that a special privilege may also arise if an organization or corporation is granted preferential access to state agency facilities or employees without adequate justification for that preference. See [AGO 2010 No. 3](#) (analyzing RCW 42.52.070). While there are no court opinions analyzing that factual scenario, the Washington State Executive Ethics Board has issued several opinions advising that providing preferential access or benefits, even when it is not in violation of the law, may be a “special privilege or exemption” if it is not within an employee’s scope of employment or part of their official duties. See, e.g., Executive Ethics Advisory Board Opinions [04-02](#) (advising that a state could use state resources to promote private commercial products and services when such agency endorsements are related to the employee’s official duties because they were provided for as part of a contract or other commercial relationships but cautioning that there could be a violation of RCW 42.52.070 if an employee permits one business to use agency facilities and not another or privately provides commercial endorsements and use of the official agency title); [00-12](#) (concluding that acceptance of a tip by a student employed as a waiter at a college restaurant did not violate RCW 42.52.070 because the job of the waiter is to provide service to the customer, so the student was performing duties within the scope of employment and not providing a special privilege in order to get tips); [99-02](#) (concluding that a state employee operating a non-profit corporation within a state agency would violate RCW 42.52.070 because the corporation would have special privileges and benefits that are not available to other persons).

IV. Background Facts

In November 2022, the City Council adopted a 2023-2029 Capital Investment Program (CIP) plan that provided \$4.5 million in funding for Growth Corridor High Comfort Bicycle Network Implementation ([CIP# PW-W/B-85](#)), also known as “Bike Bellevue.” Specifically, the program funds the “design and implementation” of rapid-build bicycle projects on existing streets in the Downtown, Wilburton, and BelRed neighborhoods. See [CIP# PW-W/B-85](#).

On March 27, 2023, Council approved a set of Bike Bellevue [project principles](#) and directed staff to work with the Transportation Commission to prepare a recommendation for implementation. See [3/27/23 City Council Agenda Memo](#).

On May 11, staff introduced the Bike Bellevue project to the Transportation Commission and presented a draft Community Engagement Plan. The Commission approved the Bike Bellevue [Draft Community Engagement Plan](#) at its May 25 meeting. One of the engagement components included in the Plan was an online project design feedback tool that would capture community feedback on bicycle facility corridor concepts.

On September 14, staff returned to the Transportation Commission to present the Bike Bellevue Draft Design Concepts Guide and provide updates about community engagement, including information about the online project design feedback tool, Konveio, which opened for public comment on September 15.

Staff subsequently updated the Draft Design Concepts Guide in response to feedback and comments from the public and from the Transportation Commission. The Draft Community Engagement Plan has also been updated several times to reflect additional engagement activities.

Franz Loewenherz, Mobility Planning and Solutions Manager, is the staff contact and primary point person for the Bike Bellevue project.

V. Summary Findings and Conclusions

Based on our investigation, we conclude that the actions identified in the Complaint did not violate the City’s employee ethics code or the state prohibition on granting special privileges or exemptions. A summary of each of the allegations and our conclusions is set out below.

1. Sharing information about Bike Bellevue with community-based organizations

The Complaint alleges it was unethical for Mr. Loewenherz to send an email on September 7 to several community-based organizations (CBOs), specifically, Seattle Bike Blog, Cascade Bicycle Club, Eastrail Partners, and Complete Streets Bellevue, with links to information about Bike Bellevue that were published with the Transportation Commission agenda packet that day and encouraging the CBOs to share the materials through their communication channels. See Attachment A to Complaint. The email also references the upcoming launch of the Konveio tool where the public would be able to submit comments on the proposed designs for the eleven Bike Bellevue corridors and asks the email recipients to highlight the Konveio tool in their public

messaging. Mr. Loewenherz subsequently emailed this same group (plus an additional member of Eastrail Partners) again the next week on September 15 with a link to the online engagement tool and a copy of the Bike Bellevue mailer that would be sent out to all households in the project area. See Attachment B to Complaint. The second email starts with Mr. Loewenherz addressing the group as a “Team.” By asking these CBOs to solicit feedback from their membership, who may or not reside in Bellevue, the Complaint alleges, Mr. Loewenherz was attempting to “skew the results and undermine the validity of the Konveio survey.”

According to Mr. Loewenherz, he sent the emails to the CBOs to get the word out about Bike Bellevue and obtain feedback. Mr. Loewenherz noted that he was familiar with all of the CBOs included on the email from previous City projects and several of the groups had written letters in support of a federal grant application to obtain funding for Bike Bellevue. On September 7, the same day he sent the first email to the CBOs, Mr. Loewenherz sent very similar emails to the Bellevue Chamber of Commerce and the Bellevue Downtown Association with the same links to the Bike Bellevue Transportation Commission materials and announcing the Konveio online engagement tool.¹ In the emails to the Chamber and to the BDA, Mr. Loewenherz made the same request he made to the CBOs, encouraging the Chamber and the BDA to share the materials with their membership through their communication channels and to highlight the Konveio tool in their public messaging.

While the [Bike Bellevue Community Engagement Plan](#) that the Transportation Commission approved in May 2023 did not specifically identify utilizing CBOs to encourage public engagement, it would seem to be consistent with the project principle of “[e]ngag[ing] community stakeholders in setting priorities for Bike Bellevue investments” as well as a number of the engagement outcomes including “encourage[ing] community engagement with online project design feedback tool[.]” It also appears to be consistent with the engagement component of “direct engagement and feedback” whereby staff would conduct “direct engagement briefings to invite input from diverse community members on Bike Bellevue” which would include “neighborhood associations as well as business and community-based organizations.” Later iterations of the Community Engagement Plan, including the [version](#) shared with the Transportation Commission at the September 14 meeting, also noted that Bike Bellevue project materials with a QR code to encourage participation in the online project design feedback tool (Konveio) would be distributed to “bike shops and other stakeholders.”

The witnesses interviewed consistently reported that the public engagement process for Bike Bellevue has been “robust” and significantly more extensive than any other Transportation project they had previously worked on. All witnesses emphasized that the goal of the Bike Bellevue community engagement plan was to disseminate information about the project as widely as possible to get feedback from a variety of sources and perspectives, which included neighborhood groups, businesses, as well as likely users of the bike facilities. To that end, several witnesses opined that it made sense for Mr. Loewenherz to reach out to Seattle Bike Blog, Cascade Bicycle Club, Eastrail Partners, and Complete Streets Bellevue because they are known to have

¹ Copies of the emails Mr. Loewenherz sent on September 7 to Jodie Alberts, Vice President of Government Affairs at the Bellevue Chamber of Commerce, and Matt Jack, Director of Public Policy at the BDA, are attached to this summary as Exhibit 1.

large networks of people who may be impacted by the Bike Bellevue project and who would likely have input concerning the proposed designs.

The same month Mr. Loewenherz sent the emails to the CBOs, the Chamber, and the BDA encouraging them to distribute the Bike Bellevue materials through their channels, staff sent a mailer to all addresses in the project area, providing a project overview and information about how to get involved and provide feedback and gave live presentations about Bike Bellevue to the Bellevue Downtown Association Transportation Committee, the Bellevue Chamber of Commerce Transportation Committee, and the Bellevue Network on Aging among other groups. See [Community Engagement Plan](#). Also in September, Mr. Loewenherz and his team shared the Bike Bellevue project overview, digital poster, offer for physical poster pick up or delivery, and the link to the online design feedback tool (Konveio) and engagement plan with the Commuter Trip Reduction network, consisting of over 52,000 employees in Bellevue.

The evidence does not support the conclusion that emailing the CBOs to share publicly available information and encourage use of the Konveio tool, which was also shared with other local organizations at the same time, including the Chamber and the BDA, was an attempt to “skew the results.” Rather, it was consistent with the goal of encouraging greater community engagement. While addressing the leaders of these CBOs colloquially as a “Team” in the September 15 email may not have been prudent, this alone is not sufficient to indicate a conflict of interest or violation of the prohibition on granting special privileges or exemptions.

2. Email exchange with Ms. Gardner about Bike Bellevue communications

The Complaint also alleges an email exchange between Mr. Loewenherz and Lara Gardner of Eastside Urbanism on November 3, demonstrates Mr. Loewenherz was attempting to “disseminate incomplete and therefore misleading information about the Bike Bellevue plan[.]”

The email exchange, an excerpt of which is included as Attachment D to the Complaint, was initiated by Christopher Randels of Complete Streets Bellevue asking Mr. Loewenherz and two other City employees, Jay Backman and Mackenzie Allan, if they had a digital slide about Bike Bellevue explaining how residents could provide feedback on the Konveio portal for apartment buildings in the Spring District to display on their lobby TVs for residents.² Mr. Loewenherz responded by requesting Mr. Randels forward the contact information for the buildings so that the City could coordinate with them directly to provide materials, copying another City employee, Public Information Officer Gillian Hagstrom who had been assisting with Bike Bellevue communications, on the email. Ms. Gardner then weighed in, stating that none of the businesses were aware of the Bike Bellevue Project and expressed concern that the City was “missing the mark with outreach” and should modify its public facing materials “to have a more interesting headline” that would “make more people take note and read whatever else is in the page.” Specifically, Ms. Gardner proposed as a headline “something like ‘15 miles of NEW bike lanes connecting Bellevue – we want to hear from you[.]’”

In his response to Ms. Gardner, which is the excerpt included as Attachment D to the Complaint, Mr. Loewenherz states that “[w]e need to be careful in our communications,” noting that the City

² A copy of the full email exchange is attached to this summary as Exhibit 2.

had received critiques from the community that it was not being transparent enough about the impacts to travel lanes and parking and advocating that this should be the focal point of the headline. Mr. Loewenherz included a link in his email to a comment Mariya Frost, Director of Transportation for Kemper, sent to the City Council in late October, and which was subsequently shared with the Transportation Commission in their agenda materials, in which she expressed concerns with the Bike Bellevue flyer, stating that if the plan was to replace road lanes with bike lanes, the flyers should clearly point that out. See [Frost 10/12/23 email at pg. 142](#). Mr. Loewenherz goes on to note that the City had modified its Bike Bellevue Draft Design Concepts Guide as a result of the feedback about transparency to include information about the trade-offs of adding bike lanes, including removing parking spaces and converting some existing vehicle travel lanes. Finally, Mr. Loewenherz states that while Eastside Urbanism could potentially take a “different approach,” any additional public facing materials produced by the City would need to be similar in content to the previously approved materials. In response to Mr. Loewenherz’ email, Mr. Randels thanks him for “that info and perspective” and then pivots to another subject, suggesting the City consider changing the order of the appendices in the Bike Bellevue Draft Design Concepts Plan.

The witnesses interviewed recalled that the City received a number of requests or proposals from a variety of stakeholders to modify its messaging about Bike Bellevue, and that Mr. Loewenherz’ response to Ms. Gardner was consistent with the City’s previous responses which were that it would present information in a factual way rather than take a specific perspective or emphasize a particular “benefit” or “trade-off.” One witness interviewed noted that the reason Mr. Loewenherz requested the contact information for the buildings and told Mr. Randels that the City would coordinate directly with the buildings to provide additional Bike Bellevue materials was to ensure that the City’s messaging remained consistent. It is also true that the City has no ability to control what a business or community or neighborhood group may choose to communicate on their own about Bike Bellevue. For example, the Bellevue Chamber of Commerce has a page on its website titled “[Behind Bike Bellevue](#)” describing the project and highlighting some of the trade-offs, including removing existing vehicle lanes and parking spots.

In the context of the entire email chain, it does not appear that Mr. Loewenherz was requesting Eastside Urbanism communicate a specific message about Bike Bellevue or serve as a “communications proxy” as alleged in the Complaint. Rather, the evidence supports Mr. Loewenherz was explaining that the City had to be careful in its communications about Bike Bellevue to maintain a factual tone that was consistent across all public facing materials. This email communication does not establish Mr. Loewenherz violated the City’s employee ethics code or RCW 42.52.070, prohibiting the granting of special privileges or exemptions.

3. Providing Mariya Frost’s communications to Christopher Randels and Lara Gardner

Finally, the Complaint alleges Mr. Loewenherz acted unethically by forwarding two sets of communications with Mariya Frost, Kemper Development Company’s Director of Transportation, to Christopher Randels of Complete Streets Bellevue and Lara Gardner of Eastside Urbanism. See Attachments C and E to Complaint. The first set of communications, forwarded on October 17, consists of email exchanges between Mr. Loewenherz and Ms. Frost with a number of questions

and answers about the identified benefits and impacts of the Bike Bellevue project, which was also shared with the Transportation Commission. It also includes a copy of a prior communication Ms. Frost sent to the Transportation Commission on September 13 disputing the purported safety and equity benefits of the Bike Bellevue project. *See* Attachment C to the Complaint. The second communication, forwarded on November 8, was written comment from Kemper that Ms. Frost emailed to the Transportation Commission that same day identifying Kemper's concerns about the Bike Bellevue project. *See* Attachment E to the Complaint. In both emails, Mr. Loewenherz writes that he is sharing the materials "in confidence."

All of the documents Mr. Loewenherz forwarded to Mr. Randels and Ms. Gardner are public records that the City would be required to disclose if they were responsive to a public records request. Staff are empowered to provide records directly to a customer without requiring the person make a formal public records request if the records are easily identifiable, do not involve other staff or departments, do not contain information that is exempt under the Public Records Act, and can be responded to quickly with minimal effort.³ These kinds of requests are referred to as "over-the-counter" records requests. During his interview, Mr. Loewenherz explained that he forwarded Ms. Frost's communications to Mr. Randels and Ms. Gardner pursuant to this practice. According to Mr. Loewenherz, Mr. Randels and Ms. Gardner called him in October and again in November to ask what he "was hearing in the way of opposition" and requested he "share that material" with them. Mr. Loewenherz said he responded that the opposition centered around taking away lanes and then forwarded them the communications with Ms. Frost. Mr. Loewenherz stated that he wrote "in confidence" in the emails to indicate that the documents had not been widely shared yet because he did not want Mr. Randels or Ms. Gardner to share with their networks until after the materials were posted as part of the Transportation Commission's agenda materials. Mr. Loewenherz identified a number of examples where he received requests for specific documents relating to Bike Bellevue from individuals who have expressed concerns about the project and he provided them directly to the requesters without requiring they first make a formal public records request.

Several witnesses interviewed recalled previous conversations about responding to simple public records requests, consistently stating that if the request was straightforward, staff could go ahead and provide the document or information requested rather than direct the individual to make a public records request. Although none of the other witnesses interviewed were aware of Mr. Randels and Ms. Gardner specifically requesting these communications, one witness remembered having previously been asked by members of the public about the types of feedback the City was receiving concerning Bike Bellevue. There are also multiple email exchanges where Mr. Loewenherz provided information and records directly to other individuals who have expressed a variety of opinions about the Bike Bellevue project, both negative and positive.⁴

Mr. Loewenherz' explanation that he forwarded Ms. Frost's communications because they were requested by Mr. Randels and Ms. Gardner is credible. The use of the words "in confidence" is not accurate in the context of providing public records as the City has no control over what a

³ *See* [City Clerk's Office Guide to Over-the-Counter Records Request](#).

⁴ Copies of some of the emails where Mr. Loewenherz provided information and records directly to requesters are attached to this summary as Exhibit 3.

requester may choose to do with the documents after they are released. Use of this phrase, however, is not sufficient evidence to conclude Mr. Loewenherz violated the City's ethics code or used his position to secure a "special privilege" for others that they were not legally entitled to receive. Again, the documents were public records that the City would be required to provide upon request and would eventually be published to the City's website. Further, Mr. Loewenherz similarly provided records to other requesters who have expressed concerns about the Bike Bellevue project.

VI. Conclusion

For the reasons stated above, we conclude that the actions of Mr. Loewenherz alleged in the Complaint to be a violation of RCW 42.23.070 and the City's employee ethics code, were not.

EXHIBIT 1

From: [Loewenherz, Franz](#)
To: [Matt Jack](#)
Subject: Bike Bellevue - 9/14 Transp Commission materials
Date: Thursday, September 7, 2023 1:21:00 PM

Hello Matt –

[Bike Bellevue](#) materials are now posted online for next Thursday, September 14 when staff will share the following information with the Bellevue Transportation Commission: 1. [Agenda Memo](#), 2. [Att A. DRAFT Project Area Map](#), 3. [Att B. Bike Bellevue Project Principles](#), 4. [Att C. DRAFT Design Concepts Guide, September 2023](#), 5. [Att D. Draft Community Engagement Plan](#). Please consider Attachment C highlighted above to better understand the proposed bike network improvements (see Appendix F through Appendix P).

A notable near-term community engagement activity is the launch of an online project design feedback tool on September 15, 2023. Through this [Konveio tool](#), the public can submit comments and offer their perspective on feedback from others on the proposed designs for each of the eleven Bike Bellevue corridors. The deadline for comment via Konveio is November 15, 2023.

I'm hoping that you can share this information with your membership through your various communication channels. We would appreciate your highlighting in your messaging that starting next Friday people can provide feedback via the Konveio tool. Please let me know if you'd benefit from additional information.

Thank you,
Franz

Franz Loewenherz

He/him/his ([Why does this matter?](#))

Mobility Planning and Solutions Manager

[Vision Zero](#), [Bike Bellevue](#), [Transit](#)

[Transportation Department](#), [City of Bellevue](#)

FLoewenherz@bellevuewa.gov / (425) 452-4077

From: [Loewenherz, Franz](#)
To: jodie@bellevuechamber.org
Cc: [Gavin Haines](#)
Subject: Bike Bellevue - 9/14 Transp Commission materials
Date: Thursday, September 7, 2023 1:20:00 PM

Hello Jodie –

Glad for our conversation earlier this week about [Bike Bellevue](#).

Materials are now posted online for next Thursday, September 14 when staff will share the following information with the Bellevue Transportation Commission: 1. [Agenda Memo](#), 2. [Att A. DRAFT Project Area Map](#), 3. [Att B. Bike Bellevue Project Principles](#), 4. [Att C. DRAFT Design Concepts Guide, September 2023](#), 5. [Att D. Draft Community Engagement Plan](#). Please consider Attachment C highlighted above to better understand the proposed bike network improvements (see Appendix F through Appendix P).

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I'm hoping that you can share this information with your membership through your various communication channels. We would appreciate your highlighting in your messaging that starting next Friday people can provide feedback via the Konveio tool. Please let me know if you'd benefit from additional information.

Thank you,
Franz

Franz Loewenherz

He/him/his ([Why does this matter?](#))
Mobility Planning and Solutions Manager
[Vision Zero](#), [Bike Bellevue](#), [Transit](#)
[Transportation Department](#), [City of Bellevue](#)
FLoewenherz@bellevuewa.gov / (425) 452-4077

EXHIBIT 2

From: Christopher Randels <crandels@cs-bellevue.org>

Sent: Friday, November 3, 2023 7:47 PM

To: Loewenherz, Franz <FLoewenherz@bellevuewa.gov>

Cc: Lara Lara <hurtpiggypig@gmail.com>; Allan, Mackenzie (she/her) <MAllan@bellevuewa.gov>; Hagstrom, Gillian <GHagstrom@bellevuewa.gov>; Backman, Jay (They/Them/Theirs) C. <JCBackman@bellevuewa.gov>

Subject: Re: Materials

[EXTERNAL EMAIL Notice!] Outside communication is important to us. Be cautious of phishing attempts. Do not click or open suspicious links or attachments.

Hey Franz et al,

Thanks for that info and perspective, it is really helpful.

As a general, slightly non sequitur comment in advance of Thursday's meeting (since Lara already addressed other questions) - I do think it's unfortunate and telling that the vehicle parking & travel lanes impact information (which I understand some members of the community have requested be more transparent) has been placed as Appendix A, before Safety, which has been moved to Appendix B. I know you and staff personally value the mission and execution of Vision Zero, but I feel that literally putting the information on impacts to travel lanes *before* the information on safety impacts is a misfire that sends an incredibly wrong message. I'm fine with this information being included in the guide, as I'm all for transparency and the community being adequately informed, but I would ask that it be moved to not be literally the first thing that is discussed in the appendices.

Just some parting thoughts before the weekend. Rest well, everybody!

Chris

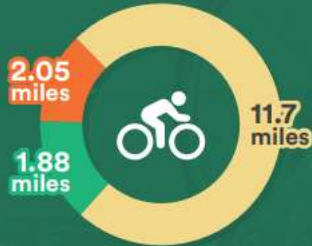
On Fri, Nov 3, 2023 at 3:32 PM Loewenherz, Franz <FLoewenherz@bellevuewa.gov> wrote:

Hi Lara – We need be careful in our communications. We have received critiques from others in the community that we are not being transparent enough in Bike Bellevue communications about the impacts to travel lanes and parking and that this should be the focal point of our headline about the project (see [11092023 Bike Bellevue Attachment C.pdf \(bellevuewa.gov\)](#) – pages 141 and 142). We've received similar communications from others in various venues. As a result, you'll observe in our updated DRAFT Guide that we now include the messaging below on page 5. Perhaps if you've developed rapport with the managers at these buildings, they would be willing to receive suggested communications from Eastside Urbanism that has a different approach to the communications that we need to follow. Otherwise @Allan, Mackenzie (she/her) will coordinate with @Hagstrom, Gillian early next week in preparing content that is similar to our poster. Thank you, Franz

How Will We Add 15.11 Miles of Bike Lanes in Bellevue's Urban Core?

Implementing bicycle facilities in a built-out environment is challenging. Avoiding extensive property impacts requires trade-offs. The graphic below identifies the impacts to vehicle lanes from Bike Bellevue projects.

Of the 15.11 miles of bike lanes:



11.17 miles of new bike lanes are added by converting 5.90 miles of existing vehicle travel lanes

2.05 miles of new bike lanes are added with no modifications to vehicle travel lanes

1.88 miles of bike lanes are upgraded to reduce level of traffic stress with no modification to vehicle travel lanes

The project will also remove approximately 30 on-street parking spaces in Downtown Bellevue to provide adequate space for continuous bike lanes. The removed parking is located along Lake Washington Boulevard, 100th Ave NE, and NE 2nd Street. Due to a rigorous design and traffic evaluation, implementing these bicycle improvements will result in PM peak-hour travel speeds decreasing by about 0.2 miles per hour, on average, across the 11 Bike Bellevue Corridors. See the [Documenting Vehicle Performance](#) section and [Appendix A](#) for more details.

From: Lara Lara <hurtpiggypig@gmail.com>
Sent: Friday, November 3, 2023 3:08 PM
To: Loewenherz, Franz <FLoewenherz@bellevuewa.gov>
Cc: Christopher Randels <crandels@cs-bellevue.org>; Backman, Jay (They/Them/Theirs) C. <JBackman@bellevuewa.gov>; Allan, Mackenzie (she/her) <MAllan@bellevuewa.gov>; Hagstrom, Gillian <GHagstrom@bellevuewa.gov>
Subject: Re: Materials

[EXTERNAL EMAIL Notice!] Outside communication is important to us. Be cautious of phishing attempts. Do not click or open suspicious links or attachments.

Hi all,

Thanks so much for all your work on this project. It really is so exciting. I have a tiny bit to add!

NONE of the businesses we approached had heard about Bike Bellevue, despite many of them having signs right outside of their buildings and flyers in their mailboxes. They also all changed their energy a bit when we mentioned that the city is hearing a lot from people who don't want this project to happen - the people we spoke to couldn't imagine why anyone wouldn't support this, and most had a story about biking in Bellevue, having been hit before or witnessing someone else get hit.

My background is in communication/graphic design. From really starting to follow how the city functions in the past year and in Bellevue Essentials right now, I feel like the city is often missing the mark with outreach. I don't know if it's too late for these materials or not, but I really think signs and flyers with a slightly different design would help members of the community become aware of this project and care about it.

The digital graphic for building lobbies seems like an easy opportunity to reach many. I'll attach a photo of one of the screens we saw. I think 4K resolution (3840x2160) is likely a safe size but feel free to confirm - two contacts at Spring District apartments with lobby screens for digital graphics:

Derek Lisbon, Leasing Consultant at AMLI Spring District - springdistrict@amli.com / 425-780-4305

James at Arras - arras@greystar.com

My main recommendations are to have a more interesting headline at the top of signs/flyers/digital materials. "Bike Bellevue" is in that place now, and no one knows what that is so it's easy to ignore. Maybe something like "15 miles of NEW bike lanes connecting Bellevue - we want to hear from you" or something would make more people take note and read whatever else is on the page. I know the Konveio portal isn't open for that much longer, but it seems like many people who would support this project don't know about it, and the city should be hearing from them.

I would love to have a conversation with anyone about this further if anyone wants!

Thanks so much,

-Lara

On Fri, Nov 3, 2023 at 1:38 PM Loewenherz, Franz <FLoewenherz@bellevuewa.gov> wrote:

Hi Chris – Appreciate your and Lara helping us get the word out about the Bike Bellevue Konveio platform. We've received 891 comments via that platform as of November 1. Regarding the buildings that are willing to promote via lobby TV's we can have [@Allan, Mackenzie \(she/her\)](#) coordinate on this task early next week to see how we might adapt the images in [Bike Bellevue \(bellevuewa.gov\)](https://www.bellevuewa.gov) for this purpose. Can you please forward their contact information so that Mackenzie can run point on coordinating with them on the digital requirements for those venues? Also, Mackenzie can coordinate with you on the physical poster and flyer

production early next week as well. Admittedly we don't have much time as the Konveio platform will end on November 17. Appreciate your help! Thank you, Franz

FYI - Here's the agenda memo and attachments for the 11/9 TC meeting: [Agenda Memo](#), [Attachment A](#), [Attachment B](#), [Attachment C](#), [Attachment D](#), [Attachment E](#)

From: Christopher Randels <crandels@cs-bellevue.org>

Sent: Friday, November 3, 2023 1:16 PM

To: Loewenherz, Franz <FLoewenherz@bellevuewa.gov>; Backman, Jay (They/Them/Theirs) C. <JBackman@bellevuewa.gov>; Allan, Mackenzie (she/her) <MAllan@bellevuewa.gov>

Cc: Lara Lara <hurtpiggy@gmail.com>

Subject: Materials

[EXTERNAL EMAIL Notice!] Outside communication is important to us. Be cautious of phishing attempts. Do not click or open suspicious links or attachments.

Hi Franz, Jay, & Mackenzie

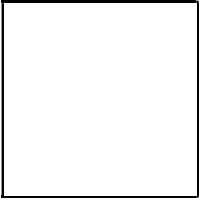
Lara and I were able to do some outreach to businesses and apartments in the Spring District last week (Mox, Bellevue Brewing, AMLI, Arras, and REI, to be specific). At the apartments, one thing we repeatedly heard was having some sort of digital slide that they would be able to put on their lobby TVs, so that residents passing by would have basic information on the project and perhaps a QR code & link to the Konveio portal to provide feedback (maybe also the Transportation Commission email address to send comments as well).

Do either of you have something prepared that could serve this purpose? Particularly at Arras we had great interest from their staff in this, so I think this would be a productive material to produce if something isn't already available. Multiple Spring District apartments (and other fancy complexes throughout the city) seem to have lobby TVs that share important announcements, so this would likely be useful at multiple locations beyond even the ones we visited.

Additionally, the flyers you shared with me were very helpful in our outreach, thank you Franz & Mackenzie. Wanted to ask if the city would be willing to print out about 100 copies of the Bike Bellevue poster from the [resources page](#) on 8.5" x 11"? The apartments also said that having physical flyers in the common areas with a map and links to relevant info would be helpful. Either Lara or I could swing by sometime next week to pick them up.

Thanks for the assist!

--



Chris Randels

Founder, Complete Streets Bellevue

completestreetsbellevue.org

470-205-4310

Pronouns: he/him

From: [Loewenherz, Franz](#)
To: [Christopher Randels](#); [Backman, Jay \(They/Them/Theirs\) C.](#); [Allan, Mackenzie \(she/her\)](#)
Cc: [Lara Lara](#); [Hagstrom, Gillian](#)
Subject: RE: Materials
Date: Friday, November 3, 2023 1:38:00 PM

Hi Chris – Appreciate your and Lara helping us get the word out about the Bike Bellevue Konveio platform. We've received 891 comments via that platform as of November 1. Regarding the buildings that are willing to promote via lobby TV's we can have [@Allan, Mackenzie \(she/her\)](#) coordinate on this task early next week to see how we might adapt the images in [Bike Bellevue \(bellevuewa.gov\)](#) for this purpose. Can you please forward their contact information so that Mackenzie can run point on coordinating with them on the digital requirements for those venues? Also, Mackenzie can coordinate with you on the physical poster and flyer production early next week as well. Admittedly we don't have much time as the Konveio platform will end on November 17. Appreciate your help! Thank you, Franz
FYI - Here's the agenda memo and attachments for the 11/9 TC meeting: [Agenda Memo](#), [Attachment A](#), [Attachment B](#), [Attachment C](#), [Attachment D](#), [Attachment E](#)

From: Christopher Randels <crandels@cs-bellevue.org>
Sent: Friday, November 3, 2023 1:16 PM
To: Loewenherz, Franz <FLoewenherz@bellevuewa.gov>; Backman, Jay (They/Them/Theirs) C. <JCBackman@bellevuewa.gov>; Allan, Mackenzie (she/her) <MAllan@bellevuewa.gov>
Cc: Lara Lara <hurtpiggyig@gmail.com>
Subject: Materials

[EXTERNAL EMAIL Notice!] Outside communication is important to us. Be cautious of phishing attempts. Do not click or open suspicious links or attachments.

Hi Franz, Jay, & Mackenzie

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Thanks for the assist!

--



Chris Randels

Founder, Complete Streets Bellevue

completestreetsbellevue.org

470-205-4310

Pronouns: he/him

EXHIBIT 3

From: Loewenherz, Franz
Sent: Wednesday, November 15, 2023 9:30 AM
To: Kevin Wallace <kwallace@wallaceproperties.com>
Subject: RE: Bike Bellevue Plan
Importance: High

Hello Kevin –

I was glad to see and speak with you last week at the 11/9 Transportation Commission meeting.

Following up on your email below, attached are the requested KMZ files (current bicycle facilities and candidate Bike Bellevue corridors). You'll find the designs for each of the 11 corridors in Appendix F: Corridor Files of the [DRAFT Design Concepts Guide, November 2023](#).

Regarding the 11 candidate corridors, they were informed by previous city efforts including the [2009 Pedestrian and Bicycle Plan](#), [Mobility Implementation Plan](#), [Vision Zero](#), growth in Bellevue's urban centers (see the city's [Comprehensive Plan](#)), and network connectivity with other development and CIP projects. The Bike Bellevue corridors have also been targeted in the city's [High Injury Network](#) to improve safety for vulnerable road users in the city's densest and highest trafficked areas. The goal of Bike Bellevue is to implement bicycle infrastructure improvements in strategic locations to connect with other facilities, such as the new Link Light Rail Stations, Grand Connection, Eastrail, and other corridors with current or future bicycle infrastructure (see [Bike Bellevue's project map](#)).

In terms of alternatives of the design for the selected segments, staff completed traffic alternative analysis during pre-design stages to determine which concept layouts minimized vehicle traffic impact while improving bicycle safety with separated facilities. This traffic analysis included V/C evaluation, vehicle delay, and queue lengths of different alternatives of the Bike Bellevue corridors; for example, comparing the effect of repurposing an eastbound lane to provide space for the bicycle facilities vs repurposing a westbound lane to provide space for the bicycle facilities. When needed, as was in the cases where width was repurposed from a vehicle lane, the Bike Bellevue alternatives were compared to the existing roadway configuration (see Appendix E: Modeling, in the [DRAFT Design Concepts Guide, November 2023](#)). Traffic analysis will be revisited as needed during design refinements.

Please note that this response will be shared with the Transportation Commission. Feel free to contact me at 425-452-4077 if you have additional inquiries.

Best wishes,
Franz

Franz Loewenherz

He/him/his ([Why does this matter?](#))
Mobility Planning and Solutions Manager
[Vision Zero](#), [Bike Bellevue](#), [Transit](#)
[Transportation Department](#), [City of Bellevue](#)
FLoewenherz@bellevuewa.gov / (425) 452-4077

From: Kevin Wallace <kwallace@wallaceproperties.com>

Sent: Monday, October 30, 2023 9:32 AM

To: Loewenherz, Franz <FLoewenherz@bellevuewa.gov>

Subject: Bike Bellevue Plan

Would it be possible to get the existing bike corridors and the proposed Bike Bellevue Corridors into GIS layers that are viewable on Bellevue Map Viewer?

Can you send me the Conceptual Plans in PDF, DWG and or KMZ formats? I'm fine with records requesting if necessary.

It would also be helpful to be able to do have the existing bike infrastructure in KMZ format, if such information is available. Is this available?

Has the City considered any alternatives to the 11 segments?

If I need to records request any of the above that's fine, but I try to make Clarence's life easier, so if you can provide guidance on how to make the request I'd appreciate it, and I'm sure he would too.

Kevin R. Wallace

Wallace Properties, Inc.
330 112th Ave. NE, #200
Bellevue, WA 98004
425-278-6363 (Direct Dial)
425-802-5701 (Mobile)

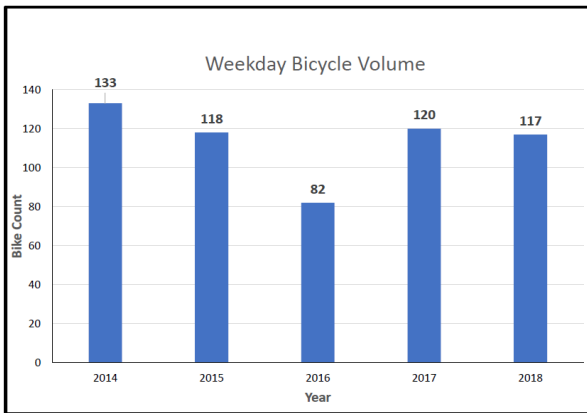
From: [Loewenherz, Franz](#)
To: [Loretta Lopez](#)
Cc: [Ingram, Mike](#)
Subject: RE: Bike Path on 116th
Date: Thursday, October 12, 2023 4:03:00 PM
Attachments: [image001.png](#)
[image002.png](#)

Hello Loretta,

I'm glad to hear that you received the [Bike Bellevue mailer](#).

Consistent with the [2009 Pedestrian and Bicycle Transportation Plan](#), [Mobility Implementation Plan](#), and [Vision Zero Strategic Plan](#) the city is proposing bike lanes in Downtown, Wilburton, and BelRed to make streets safer in Bellevue's busiest neighborhoods. This project is guided by the [2023-2029 Capital Investment Program](#), adopted by City Council in 2022 that provides \$4.5 million to design and implement rapid build bicycle infrastructure on existing streets in Bellevue's busiest neighborhoods to facilitate access to light rail stations and the Eastrail regional trail.

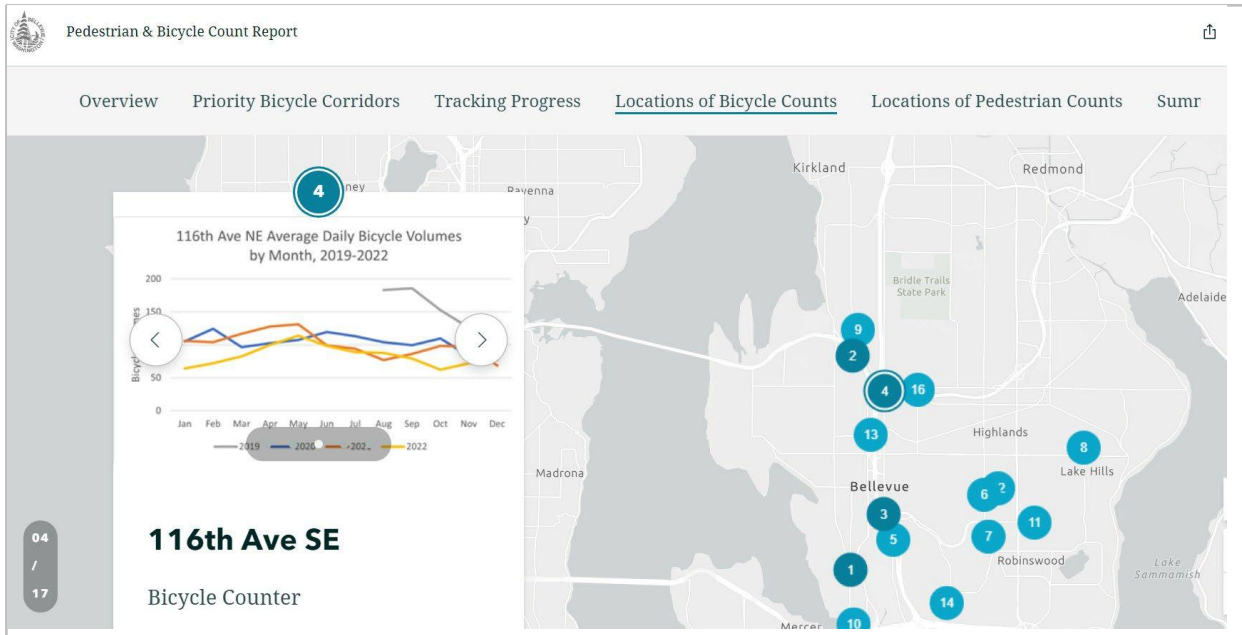
Regarding your question about the 116th Ave NE roadway reconfiguration project, bike lanes were installed on 116th Avenue NE between NE 12th Street and Northup Way in 2015. During the years 2014-2018, we did 1-day counts of bicycles on 116th Avenue NE on a Wednesday or Thursday in May. The figures are shown in the table below. As noted, the counts were for a 12-hour period only (we had to review video footage to get these counts). For most of 2016 and the first part of 2017, there was a city construction project on Northup Way, including at the intersection with 116th Ave NE. This likely suppressed the volumes for the 2016 count.



*Data collected from 6AM-6PM; combined both directions of travel

In the second half of 2019, we installed automated counters in the bike lanes on 116th Avenue NE, so we can capture activity 24/7. The results are available in the city's Pedestrian and Bicycle Count Report story map, [Pedestrian & Bicycle Count Report \(arcgis.com\)](#), which I have excerpted below.

The automated counter results show ~180 cyclists/day in Sept 2019 and ~150 cyclists/day later in the year. Counts for 2020-2022 are lower, in the 70 to 130 daily users range. We believe many users of his corridor are commuters (coming from Kirkland or from Redmond via the SR 520 Trail) and the COVID pandemic has suppressed commuting volumes.



If you have additional questions regarding the 116th Ave NE roadway reconfiguration project, please contact Mike Ingram in the Transportation Dept, mingram@bellevuewa.gov who oversaw that project.

For additional ways to provide your feedback on [Bike Bellevue](#), there are a variety of ways to get involved over the upcoming months including:

- The [Bike Bellevue online engagement tool](#) is live until Friday, November 17th, 2023. All users can provide feedback (in the form of comments, questions, and buttons to agree or disagree with others) on the candidate designs for each Bike Bellevue corridor. All comments received will be reviewed and considered by the Bellevue Transportation Department and Transportation Commission.
- In addition, staff will be discussing Bike Bellevue at [Transportation Commission](#) meetings, including providing engagement summaries. Meetings are open to the public and are held in-person and online.

Please note that this response will be shared with the Transportation Commission. Feel free to contact me at 425-452-4077 if you have additional inquiries about Bike Bellevue.

Best wishes,
Franz

Franz Loewenherz
He/him/his ([Why does this matter?](#))
Mobility Planning and Solutions Manager
[Vision Zero](#), [Bike Bellevue](#), [Transit](#)
[Transportation Department, City of Bellevue](#)
FLoewenherz@bellevuewa.gov / (425) 452-4077

From: Loretta Lopez <llopezmsl@gmail.com>
Sent: Tuesday, October 10, 2023 11:54 AM
To: Loewenherz, Franz <FLoewenherz@bellevuewa.gov>
Subject: Bike Path on 116th

Hi Franz,

I received a mailing about the current Ped Bike Plan.

This reminded me of the issue that was raised 15 years ago or perhaps it was 10 years ago when the City decided to build a bike lane on 116th though the Bridle Trails sub area. The Bridle Trails Community Club (BTCC) commented upon the proposed bike path.

The City stated that it would monitor the number of bikes after the path was built. Did the City ever monitor the number of bikes using the bike path on 116th? Who do I contact to find out when the City last monitored the bike lane and the results?

Thank you.

Loretta Lopez
Co President, Bridle Trails Community Club

From: [Loewenherz, Franz](#)
To: [Victor Bishop](#)
Subject: RE: Bike Bellevue, Sept. 14, 2023
Date: Tuesday, October 3, 2023 4:07:00 PM
Attachments: [09142023 Vic Bishop Bike Bellevue request for information.pdf](#)

Hello Vic –

Thank you for your interest and providing feedback on Bike Bellevue. In the attached PDF file are responses to your questions/comments below from September 14, 2023.

Please note that this response will be shared with the Transportation Commission. Feel free to contact me at 425-452-4077 if you have additional inquiries.

Best wishes,
Franz

Franz Loewenherz

He/him/his ([Why does this matter?](#))
Mobility Planning and Solutions Manager
[Vision Zero](#), [Bike Bellevue](#), [Transit](#)
[Transportation Department](#), [City of Bellevue](#)
FLoewenherz@bellevuewa.gov / (425) 452-4077

From: Victor Bishop outlook_DACE356FBCAB1355@outlook.com
Sent: Thursday, September 14, 2023 12:46 PM
To: TransportationCommission TransportationCommission@bellevuewa.gov
Subject: Bike Bellevue, Sept. 14, 2023

Bellevue Transportation Commission

September 14, 2023

RE: Bike Bellevue

Chair Stash and Commissioners,

The Commission is embarking on a major initiative that may have a profound impact on the residents and voters of the city. The Bike Bellevue Draft Design Concepts Guide, September 2023 is a new major document that deserves significant review and comment by a wide range of stakeholders including the users of all modes of travel throughout the city.

Thank you for establishing a significant public review and comment process for the next several months.

I am a long-time resident since 1966, a Professional Traffic Engineer, a retired Bellevue business owner, and past Member and Chair of the Bellevue Transportation Commission. A brief review of the new documents shows that the proposed bike lanes on the eleven corridors is shocking news. The preliminary recommendations are to eliminate travel lanes on several arterial streets with little

acknowledgement of the existing peak period traffic congestion on some of those critical arterial corridors.

I will reserve my specific comments to future communication, but be assured that these factors will play a prominent role in my analysis:

1. Comprehensive Plan Policy TR 2 which was unanimously adopted by the City Council in December 2022:

To aggressively plan, manage, and expand transportation investments to reduce congestion and expand opportunities in a multimodal and comprehensive manner and improve the quality of the travel experience for all users.

2. The 2018 and 2020 Annual Budget Surveys which unambiguously identify “Traffic” as the most significant issue on the minds of Bellevue’s residents. Traffic congestion remains a significantly important issue for our citizens during the post-COVID Pandemic era.
3. The City’s well grounded and respected Bellevue-Kirkland-Redmond (BKR) Travel Forecast Model has consistently shown that the 2015-2019 actual travel mode of choice is the automobile (recently identified at 81%) and the bicycle ridership at under 1% (0.25% of daily trips per my analysis of the city’s bicycle ridership count data at the 17 locations counted in the city) and actual ridership decreased from 2019 to 2021.
4. For the 6 decades of my professional career as a traffic engineer; a.) The analysis time period for traffic congestion evaluation is the PM peak hour, not an average of 12 hours per day, and b.) Bi-directional capacity of an arterial is meaningless when there is a significant directional split of traffic flow in the peak periods.

I look forward to further discussion.

Victor H. Bishop, P.E.
(425) 518-3343

Sent from [Mail](#) for Windows

1. Comprehensive Plan Policy TR 2 which was unanimously adopted by the City Council in December 2022: *To aggressively plan, manage, and expand transportation investments to reduce congestion and expand opportunities in a multimodal and comprehensive manner and improve the quality of the travel experience for all users.*

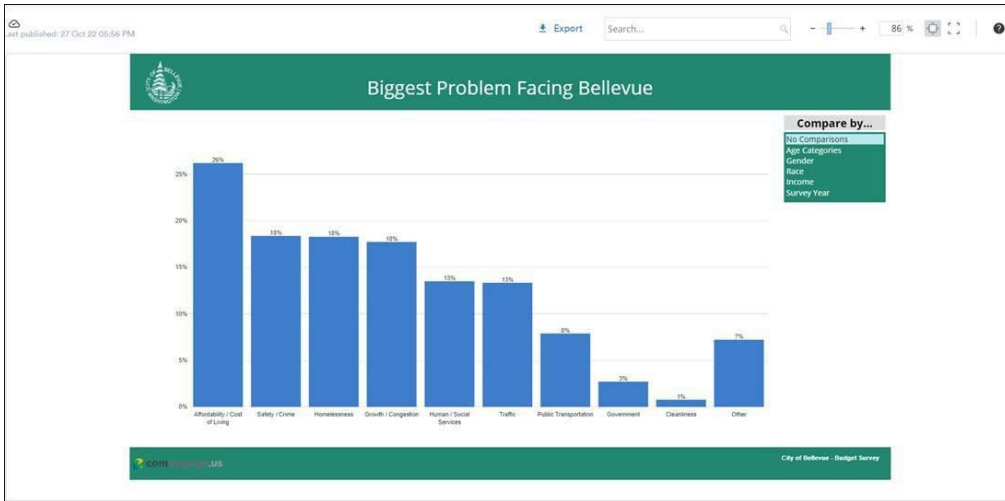
Thank you for referencing Comprehensive Plan Policy TR-2 that includes multiple “and” statements to account for the importance of taking a holistic approach to transportation investments: “...to reduce congestion and expand opportunities in a multimodal and comprehensive manner and improve the quality of the travel experience for all users.” Additional references to advancing multimodal investments are found in policies throughout the Comprehensive Plan including:

- TR-20. Scope, plan, design, implement, operate, and maintain a complete and multimodal transportation system in accordance with the Performance Metrics, Performance Targets and Performance Management Areas as established in the Mobility Implementation Plan.
- 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-25. Increase system connectivity for all modes by providing for vehicular, transit, pedestrian, and bicycling facilities to create a Complete Streets network throughout the city.
- TR-32. Evaluate the performance of all modes and engage the community to identify projects, priorities, programs and resources to meet Complete Streets goals and the Performance Targets through updates to the Transportation Facilities Plan.
- TR-55. Maintain and enhance safety for all users of the roadway network.
- TR-63. 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-66. Design and manage streets to foster safe and context appropriate behavior of all roadway users.
- TR-109. Promote and facilitate walking and bicycling.
- TR-110. Incorporate pedestrian and bicycle facilities along with other mobility options in scoping, planning, designing, implementing, operating and maintaining the transportation system.
- TR-117. Consider the personal health benefits and the community environmental benefits of walking, jogging, and bicycling in pedestrian and bicycle project design and funding.
- TR-144. Support means to reduce transportation-source greenhouse gas emissions
- S-DT-39. Design and manage the Downtown streets to provide mobility and to promote a safe, attractive environment.
- S-DT-163. Design and enhance bicycle routes through Downtown to create a pleasant and safe environment for bicycling for people of all ages and abilities.

The compilation of these policies underscores Bellevue's commitment to creating a comprehensive, safe, and multimodal transportation network.

2. The 2018 and 2020 Annual Budget Surveys which unambiguously identify “Traffic” as the most significant issue on the minds of Bellevue’s residents. Traffic congestion remains a significantly important issue for our citizens during the post-COVID Pandemic era.

There was a noticeable shift in public opinion in the [2022 Annual Budget Survey](#) (see first image below) as compared to the [2018 Annual Budget Survey](#) (see second image below) on the most significant issues facing the City of Bellevue. In 2022, citizens identified “affordable housing/cost of living” as the “biggest problem facing Bellevue.”



BIGGEST PROBLEM FACING BELLEVUE

Traffic continues to be the most commonly mentioned issue when residents were asked to name the biggest problem facing Bellevue.

- Traffic is mentioned most often among long-term residents—57 percent of those who have lived in Bellevue 10 years or more mention traffic as the biggest issue vs 27 percent of those who have lived in Bellevue for 3 years or less. Regardless, traffic is the top mentioned issue among all demographic groups.

There continues to be an increase in residents who mentioned Affordable Housing as the biggest issue facing Bellevue, making this the second-most mentioned issue. Affordable housing is generally seen as a big issue among most residents, but most commonly among the following:

- Residents under 35 years old
- Those who have lived in Bellevue for less than 10 years
- Residents with household incomes below \$150,000
- Residents living in multi-family housing

Issues related to Human and Social Services, such as providing for elderly or poor residents, and issues relating to homelessness are the fourth most commonly mentioned issues facing Bellevue.

- Mentions of this have increased significantly from previous waves. In 2014, only 3 percent of residents mentioned human and social service issues. In 2016, only 1 percent of residents mentioned this.

Figure 3: Top Five Mentioned Biggest Problems Facing Bellevue

Problem	Percentage
Traffic	44%
Affordable Housing / Property Values	15%
Too Much Growth / Congestion	11%
Human / Social Services (including homeless)	9%
Public transportation	7%

Table 6: Biggest Problem Facing Bellevue by Neighborhood - Key Demographic Differences

		Traffic	Affordable Housing	Growth	Human / Social Services
Age	18-34	31%↓	21%↑	14%	11%
	35-54	42%	13%	7%	11%
	55+	56%↑	11%↓	12%	7%
Years Lived in Bellevue	<4	27%↓	22%↑	13%	13%
	4-9	37%	18%↑	5%	11%
	10+	57%↑	9%↓	12%	7%
Dwelling Type	Multi-Family	39%	20%↑	10%	11%
	Single-Family	49%	9%↓	12%	8%

QA1A—What, if anything, is the biggest problem facing Bellevue that you feel the city should do something about over the next two years?
Base: All respondents (n = 481). Open-ended multiple-response question; sums may add to greater than 100%.
Arrows represent significant differences between groups.

- 3. The City's well grounded and respected Bellevue-Kirkland-Redmond (BKR) Travel Forecast Model has consistently shown that the 2015-2019 actual travel mode of choice is the automobile (recently identified at 81%) and the bicycle ridership at under 1% (0.25% of daily trips per my analysis of the city's bicycle ridership count data at the 17 locations counted in the city) and actual ridership decreased from 2019 to 2021.**

Thank you for acknowledging the value of the BKR Model. Indeed, the COVID-19 pandemic has had an impact on transportation modes, including a decrease in both vehicle and bicycle counts. It's important to note that the pandemic disrupted travel patterns across the board.

Additionally, you correctly point out that bike share currently represents a small fraction of the overall travel market. This is largely attributable to the limited availability of safe and dedicated bike facilities. As demonstrated in a [2017 online questionnaire](#) involving more than 1,200 people, 57% of respondents reported feeling unsafe riding a bicycle in Downtown, and 62% of respondents expressed a desire to cycle more frequently if there were safe and comfortable bike lanes. People bicycling and driving alike reported feeling most comfortable traveling along bike lanes that are physically protected.

Major capital projects and levy-supported projects are implementing bikeways in the City of Bellevue; however, significant gaps in the network remain, limiting access to and the utility of these investments. In 2022, Council approved \$4.5 million for [CIP PW-W/B-85](#) in the 2023-2029 Capital Investment Program to plan and implement rapid-build bicycle infrastructure on existing streets in the Downtown, Wilburton and BelRed neighborhoods to facilitate access to light rail stations and the Eastrail regional trail. The neighborhoods in this [project area](#) collectively represent just 8.5% of the city geography but account for 52% of citywide transit usage, 65% of citywide jobs, 36% of citywide "high injury network" and 34% of the city's pedestrian and bicyclists involved in fatal and serious injury crashes.

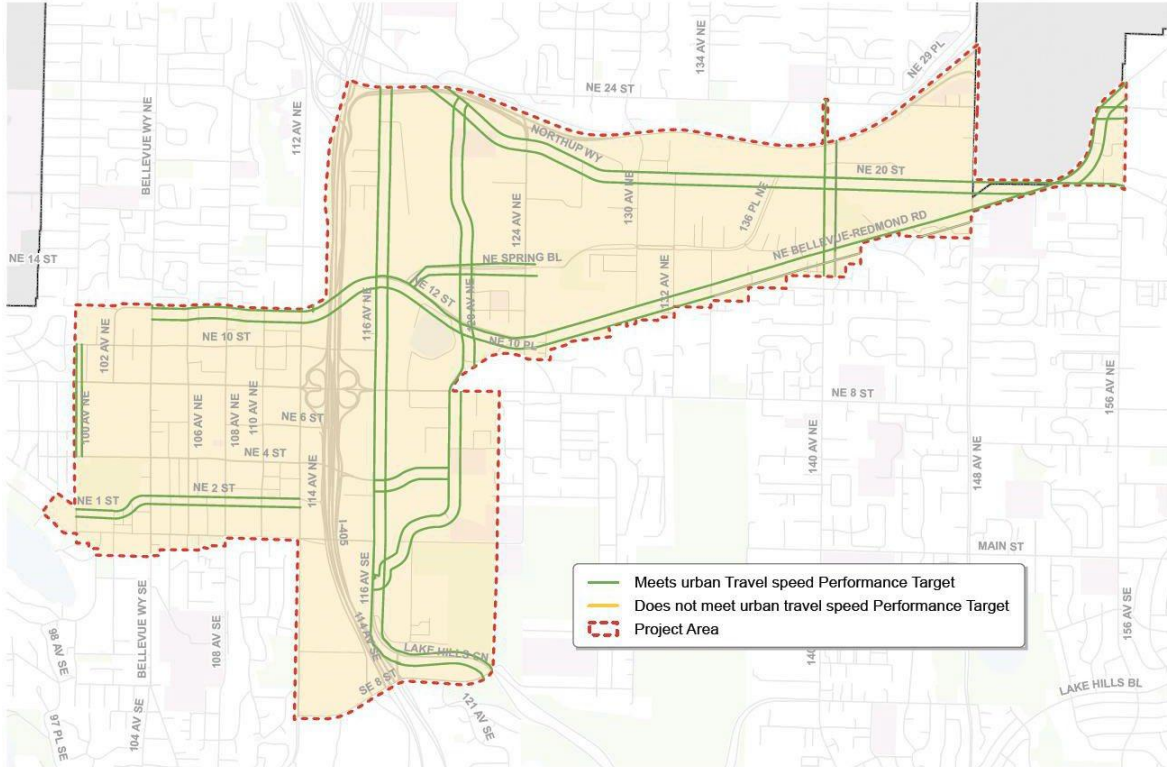
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Your experience as a traffic engineer is highly regarded, and we greatly appreciate your continued engagement and support for various city transportation initiatives. Your insights have played a role in the development of Bellevue's comprehensive, and adaptable multimodal transportation system, and we are grateful for your contributions.

Regarding the specific point you've raised, it's important to note that the analysis period for traffic congestion evaluation is indeed a crucial metric in our assessments. We acknowledge that the PM peak hour is traditionally a key focus, and we do take this into account. In addition to the 12-hour measurement, our approach also considers two other significant performance measures, as detailed in Appendix D of our documentation. These include the PM peak period volume/capacity ratio at system intersections and the assessment of vehicle travel speed along primary vehicle corridors.

For additional information consider Figure 14 in the DRAFT Design Concepts Guide, September 2023 that shows the results of PM Peak hour vehicle speed analysis on all 11 Bike Bellevue Corridors, assuming the bicycle lanes are in place.

Figure 14. Future Conditions, 2035 Bike Bellevue Build Model, Urban Travel Speed on Bike Bellevue Corridors



Page 186 of the document, in Appendix D, provides the modeled PM peak hour travel speeds in each direction, how the speeds relate to the MIP Performance Target, and documents whether the Performance Target is met.

Corridor Travel Speed (Peak hour travel speed)

DRAFT: 05/10/2023

											Dynameq Model							Dynameq	
											NA		Build					NA	Build
ID	Dir	Corridor	From	To	PMA	Target ratio to TUTS	Speed Limit (mph)	Typical Urban Travel Speed (mph)	Weighted Average (Ileris Peak 15min) Speed (mph)	Existing peak 15min Ratio to the TUTS	2035 PP Speed (mph)	2035 Ratio to TUTC	2035 PP Speed (mph)	2035 Ratio to TUTC	Existing peak 15min Ratio to the TUTS	2035 Ratio to TUTS	2035 Ratio to TUTC		
UCC1	NB/EB	Northup Way	120th Ave NE	140th Ave NE	1	>0.5	35.00	14.00	14.06	1.00	10.97	0.78	11.15	0.80	Meet the Target	Meet the Target	Meet the Target		
UCC1	SB/WB	Northup Way	140th Ave NE	120th Ave NE	1	>0.5	35.00	14.00	15.47	1.11	19.44	1.39	17.89	1.28	Meet the Target	Meet the Target	Meet the Target		
UCC2	NB/EB	102nd Ave NE & NE 12th St	NE 8th St	108th Ave NE	1	>0.5	30.00	12.00	12.60	1.05	11.56	0.96	11.30	0.94	Meet the Target	Meet the Target	Meet the Target		
UCC2	SB/WB	102nd Ave NE & NE 12th St	108th Ave NE	NE 8th St	1	>0.5	30.00	12.00	12.60	1.05	11.51	0.96	12.04	1.00	Meet the Target	Meet the Target	Meet the Target		
UCC3	NB/EB	NE 12th St & Bel-Red Road	116th Ave NE	132nd Ave NE	1	>0.5	35.00	14.00	18.99	1.36	17.24	1.23	14.41	1.03	Meet the Target	Meet the Target	Meet the Target		
UCC3	SB/WB	NE 12th St & Bel-Red Road	132nd Ave NE	116th Ave NE	1	>0.5	35.00	14.00	19.69	1.41	17.19	1.23	15.37	1.10	Meet the Target	Meet the Target	Meet the Target		
UCC4	NB/EB	Bel-Red Rd	132nd Ave NE	148th Ave NE	1	>0.5	35.00	14.00	15.57	1.11	14.63	1.05	8.70	0.62	Meet the Target	Meet the Target	Meet the Target		
UCC4	SB/WB	Bel-Red Rd	148th Ave NE	132nd Ave NE	1	>0.5	35.00	14.00	19.56	1.40	16.55	1.18	19.40	1.39	Meet the Target	Meet the Target	Meet the Target		
UCC5	NB/EB	Bel-Red Rd	148th Ave NE	156th Ave NE	1	>0.5	35.00	14.00	13.69	0.98	13.58	0.97	13.53	0.97	Meet the Target	Meet the Target	Meet the Target		
UCC5	SB/WB	Bel-Red Rd	156th Ave NE	148th Ave NE	1	>0.5	35.00	14.00	13.07	0.93	12.28	0.88	9.89	0.71	Meet the Target	Meet the Target	Meet the Target		
UCC6	NB/EB	NE 1st & NE 2nd St	100th Ave NE	112th Ave NE	1	>0.5	30.00	12.00	10.40	0.87	12.18	1.02	11.71	0.98	Meet the Target	Meet the Target	Meet the Target		
UCC6	SB/WB	NE 1st & NE 2nd St	112th Ave NE	100th Ave NE/Bellevue Way	1	>0.5	30.00	12.00	9.36	0.78	9.60	0.80	11.79	0.98*	Meet the Target	Meet the Target	Meet the Target		
UCC7	NB/EB	Lake Washington Boulevard	92nd Ave NE	100th Ave NE	1	>0.5	30.00	12.00	21.27	1.77	22.37	1.86	22.43	1.87	Meet the Target	Meet the Target	Meet the Target		
UCC7	SB/WB	Lake Washington Boulevard	100th Ave NE	92nd Ave NE	1	>0.5	30.00	12.00	26.80	2.23	21.86	1.82	22.05	1.84	Meet the Target	Meet the Target	Meet the Target		
UCC8	NB/EB	100th Ave NE	Main St	NE 10th St	1	>0.5	30.00	12.00	12.40	1.03	12.86	1.07	12.62	1.05	Meet the Target	Meet the Target	Meet the Target		
UCC8	SB/WB	100th Ave NE	NE 10th St	Main St	1	>0.5	30.00	12.00	12.40	1.03	11.95	1.00	12.54	1.04	Meet the Target	Meet the Target	Meet the Target		
UCC9	NB/EB	Wilburton Route - 116th Ave NE/NE 4th St/120th Ave NE	Main St	Spring Blvd	1	>0.5	30.00	12.00	11.80	0.98	11.23	0.94	11.67	0.97	Meet the Target	Meet the Target	Meet the Target		
UCC9	SB/WB	Wilburton Route - 116th Ave NE/NE 4th St/120th Ave NE	Spring Blvd	Main St	1	>0.5	30.00	12.00	11.80	0.98	9.28	0.77	9.25	0.77	Meet the Target	Meet the Target	Meet the Target		
UCC10	NB/EB	116th Ave NE	NE 12th St	Northup Way	1	>0.5	30.00	12.00	20.58	1.72	19.50	1.62	19.79	1.65	Meet the Target	Meet the Target	Meet the Target		
UCC10	SB/WB	116th Ave NE	Northup Way	NE 12th St	1	>0.5	30.00	12.00	16.32	1.36	15.71	1.31	15.90	1.33	Meet the Target	Meet the Target	Meet the Target		
UCC11	NB/EB	140th Ave NE	Bel-Red Rd	NE 24th St	1	>0.5	30.00	12.00	13.16	1.10	12.97	1.08	16.42	1.37	Meet the Target	Meet the Target	Meet the Target		
UCC11	SB/WB	140th Ave NE	NE 24th St	Bel-Red Rd	1	>0.5	30.00	12.00	8.98	0.75	7.70	0.64	7.79	0.65	Meet the Target	Meet the Target	Meet the Target		
								15.03			14.19		13.98						

Note: * - in 2035 Build scenario 2nd St west of Bellevue Way would become one way. The travel speed for 2nd St WB was measured from 112th Ave NE to Bellevue Way

Lastly, the Corridor Profiles (Appendices F-P) include detailed PM Peak Hour intersection analysis outputs evaluated by City staff. These include peak direction delay data. An example from the intersection of NE 20th (Northup Way) at 148th Ave NE is shown below.

HCM Signalized Intersection Capacity Analysis PM Proposed 1, reduce to 1 lane WB to 140th
 47: NE 20th St & 148th

03/19/2021

Movement	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Lane Configurations												
Traffic Volume (vph)	240	517	165	260	482	133	158	948	49	175	1213	147
Future Volume (vph)	240	517	165	260	482	133	158	948	49	175	1213	147
Ideal Flow (vphpl)	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900
Total Lost time (s)	5.0	5.0		5.0	5.0		5.0	5.0		5.0	5.0	
Lane Util. Factor	1.00	0.95		1.00	0.95		1.00	0.95		1.00	0.91	
Frbp, ped/bikes	1.00	0.99		1.00	0.98		1.00	0.99		1.00	0.99	
Ftpb, ped/bikes	1.00	1.00		1.00	1.00		1.00	1.00		1.00	1.00	
Frt	1.00	0.96		1.00	0.97		1.00	0.99		1.00	0.98	
Flt Protected	0.95	1.00		0.95	1.00		0.95	1.00		0.95	1.00	
Satd. Flow (prot)	1770	3364		1770	3343		1770	3494		1770	4947	
Flt Permitted	0.17	1.00		0.12	1.00		0.95	1.00		0.95	1.00	
Satd. Flow (perm)	320	3364		221	3343		1770	3494		1770	4947	
Peak-hour factor, PHF	0.95	0.95	0.95	0.95	0.95	0.95	0.92	0.92	0.92	0.92	0.92	0.92
Adj. Flow (vph)	253	544	174	274	507	140	172	1030	53	190	1318	160
RTOR Reduction (vph)	0	20	0	0	17	0	0	3	0	0	10	0
Lane Group Flow (vph)	253	698	0	274	630	0	172	1080	0	190	1468	0
Confl. Peds. (#/hr)			19			40			39			39
Turn Type	D.P+P	NA		D.P+P	NA		Prot	NA		Prot	NA	
Protected Phases	3	8		7	4		5	2		1	6	
Permitted Phases	4			8								
Actuated Green, G (s)	55.4	33.7		55.4	37.0		16.8	56.1		18.5	57.8	
Effective Green, g (s)	55.4	33.7		55.4	37.0		16.8	56.1		18.5	57.8	
Actuated g/C Ratio	0.37	0.22		0.37	0.25		0.11	0.37		0.12	0.39	
Clearance Time (s)	5.0	5.0		5.0	5.0		5.0	5.0		5.0	5.0	
Vehicle Extension (s)	2.0	3.0		2.0	3.0		2.0	3.0		2.0	3.0	
Lane Grp Cap (vph)	296	755		305	824		198	1306		218	1906	
v/s Ratio Prot	0.10	c0.21		c0.13	0.19		0.10	c0.31		c0.11	0.30	
v/s Ratio Perm	c0.21			0.20								
v/c Ratio	0.85	0.92		0.90	0.77		0.87	0.83		0.87	0.77	
Uniform Delay, d1	37.1	56.9		43.3	52.5		65.5	42.6		64.6	40.3	
Progression Factor	1.00	1.00		1.00	1.00		1.00	1.00		1.00	1.00	
Incremental Delay, d2	20.0	16.9		26.5	4.3		29.9	6.1		28.7	2.0	
Delay (s)	57.1	73.9		69.7	56.7		95.4	48.7		93.3	42.3	
Level of Service	E	E		E	E		F	D		F	D	
Approach Delay (s)		69.5			60.6			55.1			48.1	
Approach LOS		E			E			E			D	
Intersection Summary												
HCM 2000 Control Delay			56.6				HCM 2000 Level of Service			E		
HCM 2000 Volume to Capacity ratio			0.87									
Actuated Cycle Length (s)			150.0			Sum of lost time (s)			20.0			
Intersection Capacity Utilization			88.7%			ICU Level of Service			E			
Analysis Period (min)			15									
c Critical Lane Group												

These results indicate the approach delay and LOS for all directions. Although the City's adopted MIP uses the overall intersection V/C for the performance target, the traffic modeling team and design teams considered these outputs when selecting the bikeway designs that could best balance improving LTS while minimizing impact to vehicle operations.

The conclusion from the city's analysis is that the proposed bike network can be implemented without significantly impacting traffic congestion. Based on a detailed traffic operations analysis, the proposed Bike Bellevue lane modifications will reduce PM peak hour vehicles speeds by less than 1 mile per hour on the 11 Bike Bellevue corridors. This means that thousands of Bellevue residents and employees would have access to a low-stress bicycle route and most drivers would not experience a meaningful change in their travel times during peak travel periods.