DESTINATION 2030

Puget Sound Regional Council

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DESTINATION 2030

metropolitan transportation plan

for the central puget sound region

May 24, 2001

Puget Sound Regional Council

1011 Western Avenue, Suite 500
Seattle, Washington 98104-1035
206-464-7090 ~ FAX 206-587-4825 ~ psrc.org

PSRC Resolution A-01-02

A RESOLUTION of the Puget Sound Regional Council Adopting Destination 2030 (the 2001 Metropolitan Transportation Plan)

WHEREAS, the Puget Sound Regional Council is designated by the governor of the State of Washington, under federal and state laws, as the Metropolitan Planning Organization (MPO) and Regional Transportation Planning Organization (RTPO) for the central Puget Sound region encompassing King, Kitsap, Pierce and Snohomish counties; and

WHEREAS, the Interlocal Agreement signed by all Regional Council members establishes the Council as a forum for collaborative work on regional growth management, transportation and other issues requiring regional coordination and cooperation; and

WHEREAS, as the MPO and RTPO for the four-county region, the Regional Council has specific responsibilities under federal and state laws, including the federal Transportation Equity Act for the 21st Century (TEA-21) and Clean Air Act, and the state Growth Management Act (GMA), as well as responsibilities pursuant to the Interlocal Agreement signed by all members; and

WHEREAS, in 1995 the Regional Council adopted VISION 2020 and the 1995 Metropolitan Transportation Plan to comply with the above referenced responsibilities; and

WHEREAS, in July 1996, the Metropolitan Transportation Plan was amended to address long-term commercial air transportation capacity needs of the central Puget Sound region; and

WHEREAS, federal and state laws require that the Regional Council periodically review and update its Metropolitan Transportation Plan to reflect progress and changes regarding plan implementation directions using the latest forecasts of regional demographic and development patterns; and

WHEREAS, pursuant to 23 CFR Sec 450.316, the Regional Council has prepared household, population and employment forecasts and distributions for the central Puget Sound region based on the most recent demographic and economic information available; these forecasts are consistent with the general growth pattern

for the central Puget Sound region and reflect plans, policies and growth targets developed by local jurisdictions and countywide projections of the state Office of Financial Management; member jurisdictions have reviewed the forecasts and distributions for consistency with local plans and/or countywide planning policies; and the Regional Council recognizes the need to continuously refine these regionwide forecasts and distributions for consistency with countywide planning policies and adopted local comprehensive plans; and

WHEREAS, from August 1999 through March 2001, the Regional Council's Growth and Transportation Policy Boards directed development of an updated Metropolitan Transportation Plan in compliance with federal and state laws, and developed a draft "Destination 2030" document to serve as the region's 2001 update of its Metropolitan Transportation Plan, hereinafter referred to as "Destination 2030;" and

WHEREAS, consistent with federal and state mandates, state environmental requirements, and with the Regional Council's Interlocal Agreement, Public Participation Plan, and other operating procedures, the Regional Council has worked with local, state and federal jurisdictions and agencies in a continuing, cooperative and comprehensive planning process; has made draft documents available for public review; has conducted a public hearing, surveys, conferences, workshops, open houses, and other efforts including providing extensive data and information related to the plan update on the Regional Council's Web site, to involve communities, agencies, businesses, interest groups, and individuals in order to facilitate their ability to provide input, discussion and review of Destination 2030 and the Environmental Impact Statement; and has incorporated the work of local governments, and the suggestions of citizens, businesses, and interests throughout the region in these documents; and

WHEREAS, the Regional Council has prepared a draft and final environmental impact statement ("EIS") on Destination 2030 pursuant to the State Environmental Policy Act; in crafting the Destination 2030 alternatives, the Council also engaged in a formal scoping process; the purpose of environmental scoping is to narrow the focus of the EIS to significant environmental issues related to plan implementation options, to eliminate insignificant impacts from detailed study, and to identify alternatives to be analyzed in the EIS; the scoping process concluded with the Transportation and Growth Management Policy Boards review and approval of a report in December 1999 entitled Scope of the Environmental Review for the 2001 Update of the Metropolitan Transportation Plan; subsequent to this document, the Boards also released a draft Environmental Impact Statement for public comment; and

WHEREAS, the Regional Council is to certify that Destination 2030 complies with all the applicable requirements of the Federal Transit Act, Clean Air Act, Civil Rights Act, the Americans with Disabilities Act, TEA-21, and all other applicable state and federal laws; and

WHEREAS, Destination 2030 includes guidance for regional plan amendments and major capacity investment decisions that establishes a framework for final regional approval of major regionally significant project or program investments that are proposed to address regional transportation system needs but which have not yet identified specific project or program-level details and/or completed environmental requirements; and

WHEREAS, Destination 2030 is viewed as a starting point for all jurisdictions and subareas of the region to assess the strengths and weaknesses of this composite picture of the region's future, the planning and monitoring process efforts of the Regional Council will support and assist jurisdictions and subarea planning groups to work together to further identify and clarify transportation solutions for identified deficiencies that are not yet addressed in Destination 2030; and

WHEREAS, Destination 2030 is to serve as the required regional transportation plan under state law and as the metropolitan transportation plan under federal law; and

WHEREAS, Destination 2030 supercedes the 1995 Metropolitan Transportation Plan (1995 MTP) and the region's 1988 Interim Regional Airport System Plan (RASP), and fully incorporates and maintains the Regional Council's 1996 amendment action to the 1995 MTP that addressed long-term commercial air transportation capacity needs of the central Puget Sound region by adoption of Regional Council Resolution A-96-02;

NOW, THEREFORE, BE IT RESOLVED, that the Regional Council General Assembly adopts Destination 2030 and its plan Appendices, Attachment A, as the functional transportation element of VISION 2020, to serve as the region's official regional and metropolitan transportation plan, and finds Destination 2030 to be in conformity with the Clean Air Act, TEA-21 requirements and state Regional Transportation Planning Organization requirements;

BE IT FURTHER RESOLVED, that the Regional Council hereby certifies that Destination 2030 complies with all applicable requirements of the Federal Transit Act, Clean Air Act, Civil Rights Act, the Americans with Disabilities Act, TEA-21 and other applicable state and federal statutes and regulations;

BE IT FURTHER RESOLVED, that the Regional Council's Executive Director is authorized to transmit Destination 2030 to the Federal Transit Administration and the Federal Highway Administration to make the conformity determination in accordance with the federal Clean Air Act and the Environmental Protection Agency's transportation conformity regulations, and for review based on the planning process requirements of TEA-21 and other federal statutes;

BE IT FURTHER RESOLVED, that the Regional Council's Executive Director is authorized to transmit Destination 2030 to the Governor and the Washington State Department of Transportation in compliance with Regional Transportation Planning Organization requirements;

BE IT FURTHER RESOLVED, that the Regional Council staff is directed to prepare, reproduce and distribute the final Destination 2030 plan document.

ADOPTED by the Assembly this 24th day of May, 2001.

Commissioner Bob Edwards
President, Puget Sound Regional Council

Attest: Mary McCumber, Executive Director

APPROVED AS TO FORM: *Robin Rock, Legal Counsel*

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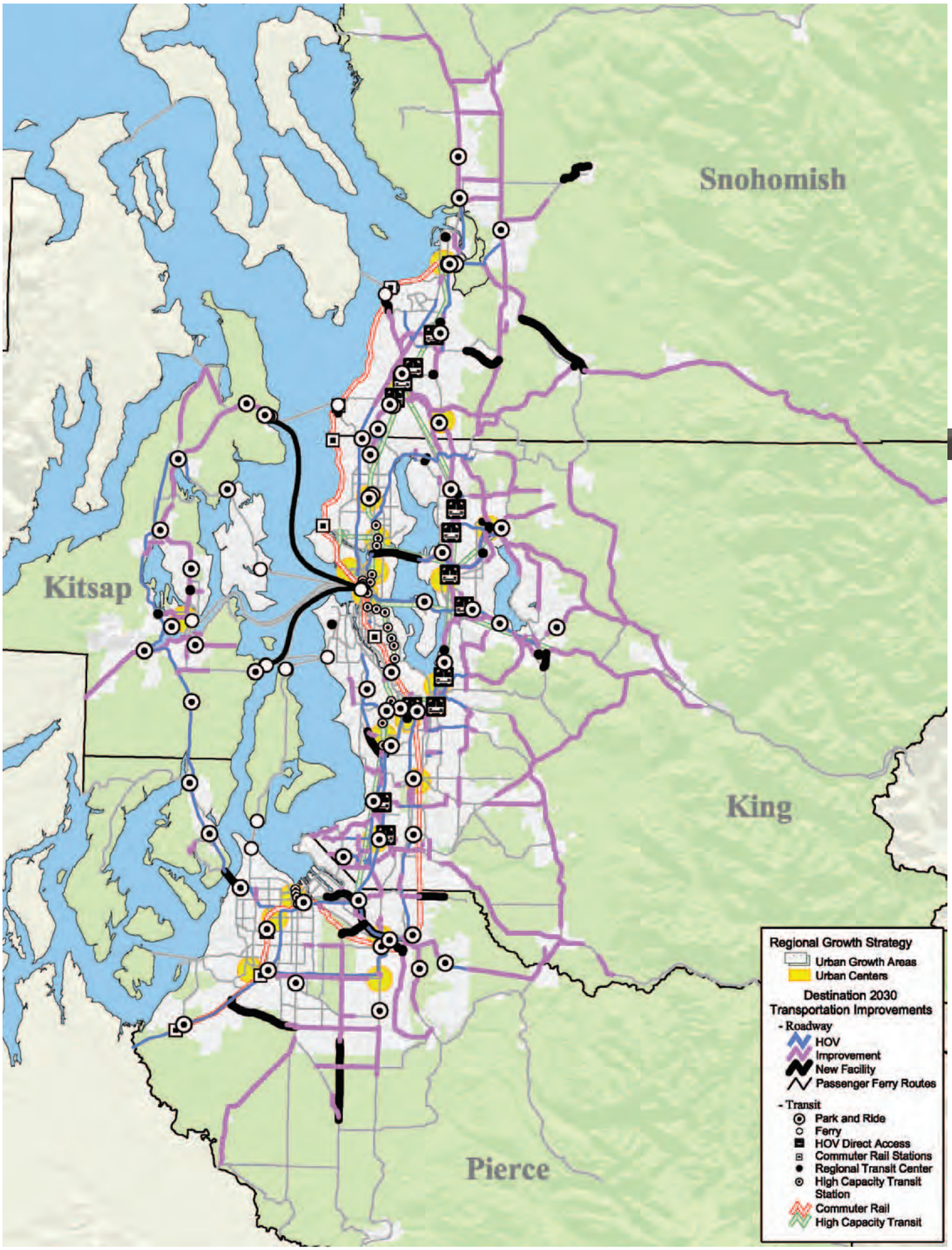
Appendices (all appendices are published under a separate cover and are available through the PSRC Information Center or on the Web at psrc.org)

DESTINATION 2030

Destination 2030 is a long-range plan for transportation in the central Puget Sound region. Destination 2030 also functions as the detailed transportation element of VISION 2020, the region's growth management, economic and transportation strategy. This map displays the major transportation investments that the region has planned between 2001 and 2030.



Adoption Date: May 24, 2001

executive summary

Destination 2030 is a transportation action plan for the next 30 years of growth in King, Pierce, Snohomish and Kitsap counties, the central Puget Sound region of Washington state. It's about addressing traffic congestion and making it easier to move between home and work, school, shopping, and recreation.

Over the past 20 years, rapid economic and population growth have brought unprecedented opportunity and prosperity to the central Puget Sound region. With this growth, however, have come growing pains.

Today, the central Puget Sound region has a high level of traffic congestion. Over the next decades, the region will grow by an additional 1.5 million people, add over 800,000 new jobs, and need to accommodate over 60 percent more travel, putting even more strain on our transportation system. To ease current congestion and prepare for future growth, the region must expand its transportation system and complete key missing links. With smarter, more strategic transportation investments, traffic movement can be improved by the year 2030, even with additional people and increased use of our roads, buses, trains and ferries. With an expanded set of transportation choices offered by a more fully developed system, the region can prepare for continued economic growth, while protecting and enhancing its celebrated quality of life.

To succeed, we must have a bold plan of action.

The elected leaders of the Puget Sound Regional Council, with the help of business and community leaders, have crafted a plan that produces real traffic relief and also helps us move toward our vision for growth in the region. The central Puget Sound region faces the challenge of balancing growth and development with maintaining clean air and water, well-preserved habitat for native species, and responsible resource management. Success will bring greater mobility, along with the pride that comes with the vigilant stewardship of today's assets for the benefit of future generations.

The Regional Transportation Plan

Destination 2030 is based on serving local needs and providing personal choices. In developing the plan, elected leaders considered questions like:

> *What if we build more roads and bridges, and provide more buses, ferries and trains? What if we change the way we pay for transportation? How can we make the most of the land we've already developed?*

The resulting plan is a comprehensive transportation blueprint through the year 2030. The plan is ambitious, and lays out a program for addressing transportation problems by doing significantly more than we do today: investing in more roads, more transit service, better traffic management, and improved linkages between land use and transportation. The plan identifies over 2,200 specific projects that have been designed to result in improved roads, transit, and ferry service. In addition to over 2,000 miles of new and improved regional and state roadways, the plan contains better public transit, incentives for carpools and vanpools, and more than 2,000 miles of new walkways and bikeways to connect communities with transit, shopping, and services.

City of Kent

Moreover, *Destination 2030* establishes investment principles that clearly emphasize coordination among the state, counties, cities, towns, ports, and transit agencies. The plan outlines a process for developing clear lines of public accountability that directly link investments with measurable improvement.

Destination 2030 recognizes the diversity of the region's communities and land uses, and is focused on the comprehensive needs of families and individual people, not merely isolated projects and programs. The plan provides local choices based on a shared vision of what we want and need, and will help people move more quickly and safely using all available options and tools.

Growth Management

In 1990, the region embarked on a pioneering path with the adoption of a coordinated strategy for the region's future growth, known as VISION 2020. The strategy responds to the region's need for a shared vision of what it wants for the future, what it wants to preserve, and what it needs to improve. At the core of the vision is the growth management strategy of supporting compact urban areas connected by high-capacity transportation that create additional transportation and housing choices for everyone in the region. This regional strategy was further refined and updated in 1995 to meet state growth management requirements, and was adopted by the region to guide future growth, economic and transportation system development.

Destination 2030 was developed to support and expand upon this regional vision. The plan focuses first on maintaining, preserving and managing the existing multi-billion dollar public investment in the transportation system. The plan focuses next on ensuring that the region continues to develop a balanced transportation system that includes choices for private vehicles, public transit, ridesharing, walking, biking and various freight modes. *Destination 2030* provides a blueprint for achieving these objectives through investments in a transportation system that serves and supports the regional vision.

The plan coordinates the diverse ambitions of the region's counties, cities, towns and neighborhoods. This includes focusing more growth in lively urban environments connected by improved roads, buses, fast ferries,

rails and trails. The connection between land use and transportation is intended to reduce long-term infrastructure costs and provide better links between home, work and other activities. For the first time, all of the region's growth management plans are in sync with a long-range transportation plan to support them.

Metropolitan Transportation System Investments

Destination 2030 focuses on integrated multi-modal transportation systems. The regionally-significant components of these systems are crucial to the mobility needs of the region, and constitute the Metropolitan Transportation System (MTS). Facilities that weave parts of the region together by crossing county or city boundaries, or that access major regional activity centers, such as an airport or ferry terminal, are critical to the region's system.

Appendix 4 provides detailed descriptions of the elements that comprise the MTS. Complete listings of *Destination 2030* projects and MTS improvements are contained in Appendix 9, and in a "Supplemental Project List." The following sections summarize MTS improvements by type. Full-scale versions of all maps presented in this Executive Summary can be found in Chapter 5 and Appendix 4.

Freeways and Regional Arterials. Additional capacity and system management enhancements are needed to improve mobility on the region's highway and regional arterial networks, especially in parts of the region where transit and other alternatives are not as feasible or effective as they may be elsewhere. The region's highest roadway priorities are safety, maintenance and preservation projects, and projects which optimize the use of the existing roadway system. Roadway capacity expansion projects include:

- Over 2,000 new miles of highway and regional arterial lanes to address the region's worst choke points, complete projects that have been started, and anticipate future problems. This represents an 18 percent increase in regional arterial and state freeway system lane miles.
- 1,000 lane miles of these projects are targeted to be open to traffic within the next 10 years.
- Over 27 new interchanges, 15 new overpasses, and 185 upgrades to intersections.

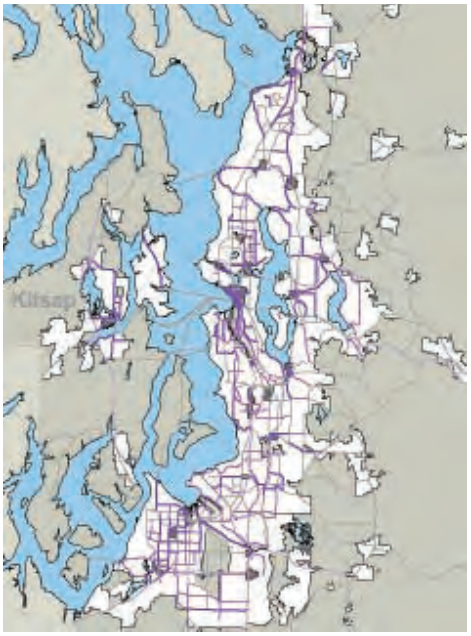
Additionally, at its core, the plan addresses the adequate maintenance of roadways, and the retrofit of critical bridges to meet earthquake standards.

Safety, maintenance and capacity investments include projects in the following major transportation corridors:

- I-90: I-5 to I-405, plus the Sunset Interchange
- I-405: Tukwila to Lynnwood
- SR 3: Belfair to Silverdale and Poulsbo to Hood Canal
- SR 9: Woodinville to Arlington
- SR 16: I-5 in Tacoma to SR-3 in Kitsap County
- SR 18: I-5 to I-90 (Covington to Snoqualmie)
- SR 99: Federal Way to Lynnwood
- SR 167: Puyallup to Port of Tacoma
- SR 509: Completion of the corridor from Burien to I-5
- SR 512: I-5 to SR 167
- SR 520: Seattle to Redmond
- SR 522: Woodinville to Monroe
- US 2: Everett to Skykomish

MAP 4. Roadway Improvements (detail)

MAP 6. Intelligent Transportation System Applications (detail)

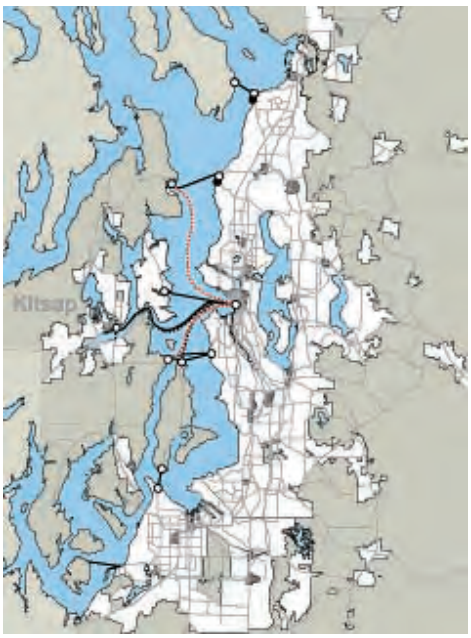


Transportation System Management. System management is critical to the safe and efficient operation of the Metropolitan Transportation System. *Destination 2030* contains specific intelligent transportation system (or "ITS") projects that use technology to better manage traffic.

Transportation system management programs also include vehicle trip reduction programs. *Destination 2030* carries forward strategies and accompanying actions designed to help jurisdictions, private companies, and other entities to reduce regional congestion and the region's dependence on driving alone. These strategies include:

- New arterial management and transit signal priority projects on nearly 1,000 miles of roadways by 2030
- Enhanced freeway management, including ramp metering and dynamic informational signs on approximately 100 additional freeway miles by 2010
- Transit operations projects, including new technology for coordinated fare collection, vehicle tracking, traveler information, and other new transit technologies and information systems
- A new goal for approximately 800 new vanpools by 2010 (70 percent increase over today)
- New goals for reduced rates of single driver work commutes and non-work trips

State Ferries. Passenger and auto ferries provide basic transportation for thousands of commuters each day and contribute to the economic vitality of the communities they serve, as well as the entire state. Ferry service is also coordinated with local transit services at terminals, providing seamless connections throughout the region. *Destination 2030* incorporates the Washington State Ferries Systems Plan for 1999-2018 with a focus on early actions to begin implementation.

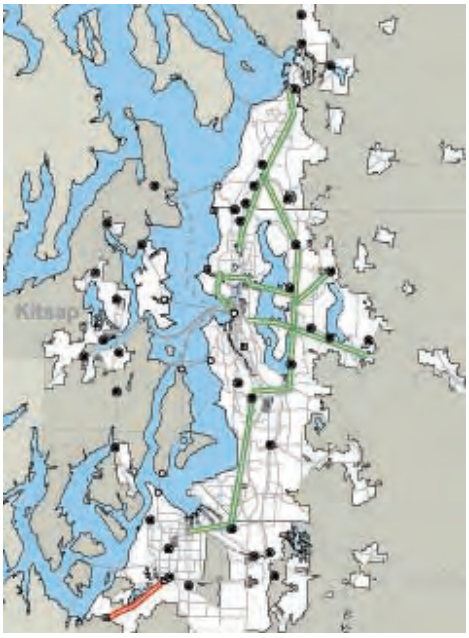


MAP 4-2. Regional Ferry System (detail)

Capital investments include terminal expansions and upgrades, park-and-ride facilities, as well as vessel replacement and expansions. The plan calls for:

- Six new passenger-only vessels
- Four new auto ferries
- New terminals at Edmonds and Mukilteo, and major improvements at Colman Dock in Seattle
- Service improvements resulting in a 13 percent increase in vehicle capacity, and a 24 percent increase in passenger capacity

MAP 8. Regional Transit Improvements (detail)



Regional Transit. The region's ambitious, long-range growth management and transportation goals depend heavily on providing more and better public transit services over the next 30 years. Moving from today's region that is largely auto-dependent to a region where numerous travel options are available and attractive will require additional investment in public transportation. A major step in that direction will be the construction and operation of the Sound Transit regional high capacity transit system. In addition, numerous service changes and facility improvements are planned by local transit operators to provide better local service and to support the regional high capacity transit system. *Destination 2030* provides a framework for guiding transit service coordination at the regional level. Regional Transit investments include:

- A 40 percent increase in local transit service by 2010, and an 80 percent increase over 2000 levels by 2030
- A 30 percent increase in demand response, or paratransit service by 2010, and a 65 percent increase over year 2000 levels by 2030
- Support for the City of Seattle's Intermediate Capacity Transit system planning and implementation
- Support for development and operation of Sound Transit's adopted Phase I Regional Transit System Plan (*Sound Move* – includes investments in regional express bus service, commuter rail, light rail, and the region's HOV system)
- Support for continued planning and development of Sound Transit's Long Range Vision Plan to identify and define appropriate future high capacity transit expansions beyond Phase I
- Expansion of regional park-and-ride capacity by 75 percent to meet projected 2010 needs (approximately 18,360 additional stalls), and by 175 percent to meet projected 2030 needs (25,850 stalls in addition to 2010 expansion)

MAP 10. Regional Non-Motorized Improvements (detail)

Non-Motorized Transportation. By the year 2030, biking and walking could account for as much as 20 percent of all trips in the region. *Destination 2030* calls for creating a regionally integrated network of non-motorized facilities linking bicycle and pedestrian infrastructure within urban places, and connecting these facilities to regional transit services. Priority investments are those that complete the non-motorized system by filling gaps in the existing network, creating connections to, and improved circulation within, urban centers and high capacity station areas, and developing intermodal connections. Non-motorized transportation investments include:

- Approximately 800 miles of new paths and bikeways by 2010, including: 529 miles of separated off-road bicycle/pedestrian paths and 286 miles of on-road bicycle lanes
- Approximately 1,200 additional miles of new paths and bikeways by 2030, including 255 miles of off-road bicycle/pedestrian paths and 945 miles of on-road bicycle lanes
- 5 commuter bicycle stations by 2010
- Pedestrian improvements in selected transit station and designated urban center zones

Freight and Goods. The region has committed to a Freight Action Strategy (FAST Corridor) program. In 1998-1999, 15 FAST Corridor Phase I projects were identified by a public/private partnership as strategic investments in the region's transportation system to improve port access and reduce rail/highway conflicts along the I-5 corridor from Tacoma to Everett. *Destination 2030* continues to support these projects, as well as a public and private partnership that will fund and complete the identified FAST Corridor Phase I projects. In addition, *Destination 2030* includes a commitment to incorporate the recommended FAST Corridor Phase II projects, also known as FAST Trucks, as they are identified. These projects will be designed to improve surface street access to multimodal freight facilities. Freight and Goods Mobility investments include:

- 15 rail/highway grade separation projects (FAST Corridor phase I)
- Truck access projects (FAST Trucks, FAST Corridor phase II)

Aviation. The region will meet its long-term commercial air transportation needs consistent with the Regional Council General Assembly's 1996 action, which amended the 1995 Metropolitan Transportation Plan to include plans for a third runway for Sea-Tac International Airport with additional noise reduction measures, implementation measures, and monitoring steps. The aviation component of *Destination 2030* replaces the region's 1988 Regional Airport System Plan with policy direction for a long-range program to improve the

Port of Tacoma

region's 25 general aviation airports. These system improvements will focus on maintaining and preserving the existing system, as well as on making strategic investments to meet growing demand and provide system enhancements. Aviation system investments include:

- Implementation of Sea-Tac International Airport's adopted master plan, including improvements to passenger terminals, and completion of a third runway
- Improved air cargo facilities at Sea-Tac and Boeing Field
- 753 new aircraft hangars at the region's general aviation airports

Intercity Rail. Washington state is committed to safer, faster, more frequent and reliable north-south Amtrak intercity passenger rail service through western Washington. This will require capital investments in train station facilities, new train equipment, improvements to existing tracks owned by Burlington Northern Santa Fe Railroad, and improved track crossings and signalization. *Destination 2030* includes intercity passenger rail plan improvements as detailed in the state's revised 1998-2018 Intercity Passenger Rail Plan.

By 2018, Amtrak Cascade passenger rail service is planned to include 13 trains per day between Seattle and Portland, and four trains per day between Vancouver, B.C. and Seattle (two of which continue to Portland). Travel time between Seattle and Portland will be approximately 2.5 hours and travel times between Vancouver, B.C. and Seattle will be just under 3 hours. These travel times reflect between a 25 percent and 30 percent reduction in travel time compared to 1999. Intercity Rail investments include:

- South Tacoma Crossovers. Crossovers allow passenger trains to move around slower freight trains.
- Point Defiance Bypass. Rail corridor and alignment improvements to improve speeds.
- Black River Junction and Auburn Sidings. Additional sidings to accommodate increased train use.
- Everett yard tracks and siding. Additional tracks to improve flow.
- Ballard double tracking and crossovers. Additional track and crossover to improve capacity and reliability.
- Track upgrades and signal system improvements, Everett – north. New mainline tracks and signal system improvements between Seattle and Vancouver, B.C.
- Station improvements. Station improvements at Tacoma, Tukwila, Seattle, Edmonds, and Everett.

Additional Actions

Implementation of *Destination 2030* also requires actions not directly associated with system improvements for particular modes or programs. The Regional Council is committed to facilitate ongoing implementation efforts in a number of areas, including:

Investigating tools for greater regional coordination. The Regional Council will work with jurisdictions and the state to implement the Blue Ribbon Commission on Transportation's recommendations, including those that emphasize efficiency and accountability, and promote strong state and strong regional roles in planning, prioritizing, and funding transportation.

Pursuing sustainable transportation finance. The Regional Council will continue to pursue new and reformed transportation finance methods, consistent with the plan's adopted finance principles.

Conducting a value pricing demonstration project in the region. The Regional Council will work with communities, WSDOT, and local authorities to plan, design and implement a value pricing demonstration program prior to 2006.

Refining regional growth strategies. The Regional Council will develop and distribute information and guidelines related to urban form and design in centers and compact communities, financial incentives for desired development, and other best development practices and strategies.

Supporting sub-regional plan refinements. Through its monitoring efforts, the Regional Council will work with local jurisdictions and subarea planning groups to refine and update investment and project priorities.


City of Issaquah

Financial Plan

Under federal law, a regional transportation plan must include reasonable financing assumptions, and account for projections and estimates for existing and new revenue sources that are expected to be available to support all capital and non-capital program estimates over the life of the plan. *Destination 2030* outlines a set of financial principles, conditions and assumptions that constitute a financial strategy for implementing the plan. The past decade has clearly demonstrated that the state and the region need a new approach — one that benefits all our communities and helps create a stable and sustainable fiscal future. Since 1990, the only successful efforts to raise new transportation revenues have occurred through local and regional initiatives for transit systems. The region has lacked authority from the state to improve the financing of roads and highways.

Destination 2030 contains an investment strategy that is dependent upon the successful development of more state funding along with new regional funding mechanisms that are flexible enough to allow investment in all of the region's transportation priorities. The transportation system cannot be managed effectively without some ability to plan, prioritize, and fund projects at a regional scale.

The estimated costs of the investments identified in *Destination 2030* total roughly $105 billion over the next 30 years. It would take almost double the annual rate of transportation tax dollars spent in 2001 to fund this investment. Yet these public investments are only a small percentage of what commuters and businesses currently pay to use the transportation systems governments build and operate. The total cost of car insurance, fuel, upkeep, new and additional vehicles, time and fuel wasted in traffic — all the costs — are typically over 10 times what is paid in public transportation taxes and other fees. The costs of the region's government-run transportation systems (all of the roads, ferries, buses and trains) average about 8 percent, or $2 billion, of the $26 billion total spent yearly in the region on transportation.

There is consensus that business as usual is not an acceptable strategy for financing transportation systems. *Destination 2030* identifies ways to reduce and control costs in order to get better value out of investments, including the use of technology to manage systems more effectively. New transportation taxes and fees are designed for a more responsible, market-based, common-sense approach, so that those who use the transportation system the most pay the most. As with electricity, the more people conserve, the lower the bills are for everyone. The entire $105 billion price tag would mean the average person would pay an additional $32.50 per month more than the average $35 per month currently paid today in transportation taxes.

The Regional Council will continue to examine opportunities for market-based financing, developing financial partnerships, and other incentive-based means of recovering costs and addressing the financial shortfalls for transportation investments that will improve personal and freight mobility.

Destination 2030 Financial Summary

PROGRAM AREA	$ IN BILLIONS
System Expansion	$49.5
Basic Needs	$53.9
Total Planned Investments	$105.5
Projected Current Law Revenue, 2001-2030	$57.2
New Revenues Needed	$40.0-45.0

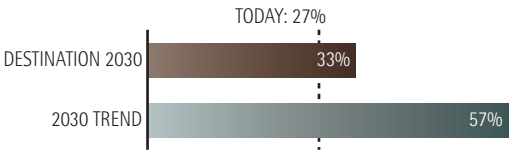
City of Bothell

Transportation System Performance

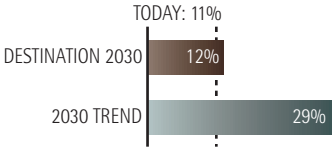
Plan Performance. *Destination 2030* describes the overall magnitude of current traffic in the region, and predicts possible future transportation system performance. The plan's targeted fixes, such as well designed overpasses and intersections, synchronized traffic lights, and added road capacity in the right places, will improve traffic safety and relieve congestion for commuters and shippers. Improved traffic management systems will clean up accidents quicker and provide better information to avoid surprise bottlenecks, while incentives and support for carpools and multiple kinds of transit can provide additional travel options. While computer models are admittedly imperfect when it comes to guaranteeing what future traffic will look like, just as they are at forecasting weather, the models do show that *Destination 2030* projects and programs will help the region to hold the line on severe freeway congestion and accommodate 16 million daily trips, a 60 percent increase over today's travel. Compared to current trends, *Destination 2030* will produce dramatic decreases in freeway congestion and traffic delay, especially in currently underserved subregions.

Air Quality. The transportation investment choices the region makes over the next several years will influence the region's air quality in the long term. *Destination 2030* has been found to be in compliance with the federal Clean Air Act, and with the state's Clean Air Washington Act. This is good news for our health and environment, and helps ensure that the region will remain eligible to receive federal transportation funding for many highway projects.

Freeway Congestion: Stop-and-Go (% OF FREEWAY NETWORK)



Freeway Congestion: Severe (% OF FREEWAY NETWORK)



Smog Precursors (MILLIONS OF GRAMS/DAY)

Transportation System Performance in Selected Corridors

Daily Vehicle Miles Traveled on Arterial/Freeway Network Trips

	2030 TREND	DESTINATION 2030
TOTAL DAILY VEHICLE MILES TRAVELED — IN THOUSANDS:	97,969	93,562
DAILY VEHICLE MILES TRAVELED PER CAPITA:	20	19

Ship Canal Corridor

(artificial line along ship canal from Shilshole to Union Bay counting north-south person travel)

SOV/SHARE	HOV/SHARE	BUS/SHARE	RAIL/SHARE	HCT/SHARE	TOTAL/SHARE
72,618/35%	63,672/31%	30,576/15%	38,216/19%	na/na	205,081/100%
SUBTOTAL FOR ALL TRANSIT:					68,792/34%
SUBTOTAL FOR HOV + ALL TRANSIT:					132,464/65%

Mid I-405 Corridor

(artificial line from central Kirkland to Redmond counting north-south person travel; catches I-405 and east end of SR-520 at Redmond)

SOV/SHARE	HOV/SHARE	BUS/SHARE	RAIL/SHARE	HCT/SHARE	TOTAL/SHARE
80,267/52%	65,226/42%	4,406/3%	na/na	4,678/3%	154,577/100%
SUBTOTAL FOR ALL TRANSIT:					9,084/6%
SUBTOTAL FOR HOV + ALL TRANSIT:					74,310/48%

Mid South King County Corridor

(artificial line from Burien across valley to Kent plateau area counting north-south person travel; catches SR-509, SR-99, I-5 South and SR-167)

SOV/SHARE	HOV/SHARE	BUS/SHARE	RAIL/SHARE	HCT/SHARE	TOTAL/SHARE
103,220/50%	89,404/44%	2,070/1%	9,998/5%	na/na	204,671/100%
SUBTOTAL FOR ALL TRANSIT:					12,068/6%
SUBTOTAL FOR HOV + ALL TRANSIT:					101,472/50%

King/Pierce County Line

(artificial line between counties from Federal Way to Bonney Lake counting north-sourth person travel; catches SR-99, I-5 South, SR-161 and SR-167)

SOV/SHARE	HOV/SHARE	BUS/SHARE	RAIL/SHARE	HCT/SHARE	TOTAL/SHARE
68,254/51%	62,086/46%	465/0.4%	3,780/3%	na/na	134,585/100%
SUBTOTAL FOR ALL TRANSIT:					4,245/3%
SUBTOTAL FOR HOV + ALL TRANSIT:					66,331/49%

Note: Data from adopted Destination 2030 plan. Time period is A.M. peak period in year 2030. HOV = carpool and vanpool.

Average Daily Vehicle Delay

	2030 TREND		DESTINATION 2030	
SUBAREA	HOURS OF DELAY (IN THOUSANDS)	MINUTES OF DELAY PER HOUSEHOLD	HOURS OF DELAY (IN THOUSANDS)	MINUTES OF DELAY PER HOUSEHOLD
Region	1,000	29.8	240	7.2
Northwest King County	65	9.3	32	4.5
East King County	69	14.8	42	9.0
South King County	122	19.5	64	10.2
King County	257	14.3	137	7.7
Kitsap County	24	8.3	4	1.3
Pierce County	650	97.2	54	8.1
Snohomish County	69	11.5	44	7.4

Monitoring

Overseeing the successful implementation of *Destination 2030* depends upon the development of a plan implementation and system performance monitoring and benchmark system that provides early warning if current practices are not having the desired results. This system of performance monitoring is also useful for refining the decision-making processes that are used to select individual transportation projects and investments to ensure the region's investment strategy is supporting regional policy. *Destination 2030* plan monitoring and assessment addresses all elements of the Metropolitan Transportation System, including changes in regional growth, transportation systems, and finance.

City of Snoqualmie

CHAPTER 1

background

Introduction

Destination 2030 is the Metropolitan Transportation Plan for the central Puget Sound region and the transportation element of VISION 2020, the region's growth management, economic and transportation strategy.

The Regional Council has developed this transportation plan to examine the region's transportation needs for the next 30 years and lay out a course to improve the transportation system to meet anticipated growth with systems and policies to support it. This plan, *Destination 2030*, provides a comprehensive statement of the region's future transportation needs as identified by cities, counties, the state and other agencies. It contains policies aimed at improving mobility and access, and defines both short- and long-term transportation strategies and investments to improve the region's transportation system.

The plan reflects a heightened awareness of how land in the region is developed and used and how land use is linked with transportation. It provides an understanding of the characteristics that create positive conditions for transit use, bicycle travel, pedestrian access, as well as the factors that create bottlenecks and chokepoints on our roads and bridges. It is a comprehensive and coordinated strategy for the region's transit, roadway, port, ferry, railroad, bicycle and pedestrian facilities and programs. The plan identifies future transportation improvements and discusses how to finance them.

This document explains current challenges and examines how proposed future investments influence the performance of the region's transportation systems. It discusses how to preserve and maintain existing systems and how to manage them to make them more efficient. The basic building blocks of *Destination 2030* are city, county, port and transit agency growth management and transportation plans, multi-county and countywide planning policies, and the Washington State Department of Transportation's Multimodal and Transportation System Plans. *Destination 2030* includes both short-term and long-term activities. It encourages partnerships among governments and between public and private interests, as well as goal setting and benchmark development for growth management and transportation performance.

Destination 2030 documents the impressive magnitude of proposed future investments from all existing local and state plans that seek to address the mobility needs for a 50 percent increase in population, and 60 percent increase in travel, over the next 30 years. The plan should be viewed as a starting-point for dialogue, among all communities and sub-areas of the region, that will assess the strengths and weaknesses of this projected future. Such a dialogue will help to focus actions in ongoing updates of local, regional, and state plans resulting in an improved future for the region's diverse communities. The planning and monitoring efforts of the Regional Council will support and assist jurisdictions and subarea planning groups to work together to further identify and clarify transportation solutions for deficiencies that are not yet addressed in *Destination 2030*.

Major Objectives of Destination 2030

The population of the central Puget Sound region is forecast to grow by over 1.5 million by the year 2030. During the same period, the regional economy will grow by nearly 735,000 new jobs. *Destination 2030* is intended to identify and address the region's long-range transportation needs arising from this growth, using the most pertinent and available information to respond to federal and state metropolitan planning requirements. To do this effectively *Destination 2030* pursues the following objectives:

- Support maintenance and preservation of existing transportation infrastructure and services as a high priority.
- Provide stronger links between the transportation system and land use development to encourage growth within defined urban growth areas with balanced investments in multimodal transportation improvements.
- Identify and prioritize projects, programs and policies to improve all modes of transportation and keep up with growth.
- Improve the region's financial capacity to fund needed investments.
- Tailor recommendations at the sub-regional and corridor levels, in recognition of the region's social, physical and cultural diversity.

BUILDING AND IMPROVING UPON THE 1995 METROPOLITAN TRANSPORTATION PLAN

Destination 2030 contains improved guidance and tools to help implement the region's growth and transportation strategy, better relating the effects of land use to the performance of transportation facilities at regional and sub-regional scales. *Destination 2030* contains strategies for the following aspects of transportation planning:

- Expanded capacity for all transportation modes
- Growth and land use opportunities
- System management opportunities
- Programs to manage future growth of single-occupant vehicle travel
- Financial planning and more rational transportation pricing

The Regional Council's Transportation and Growth Management Policy Boards, comprised of elected and public officials, as well as regional business, labor, civic and environmental groups, agreed that the region's 1995 Metropolitan Transportation Plan (1995 MTP) and its policies were still sound and should be maintained and strengthened rather than replaced in this plan update. The 1995 MTP is a well-balanced plan, but its lack of detailed guidance has made some of its policies difficult to implement. *Destination 2030* provides added detail and clarification. Among other improvements, the updated plan more clearly articulates a broad range

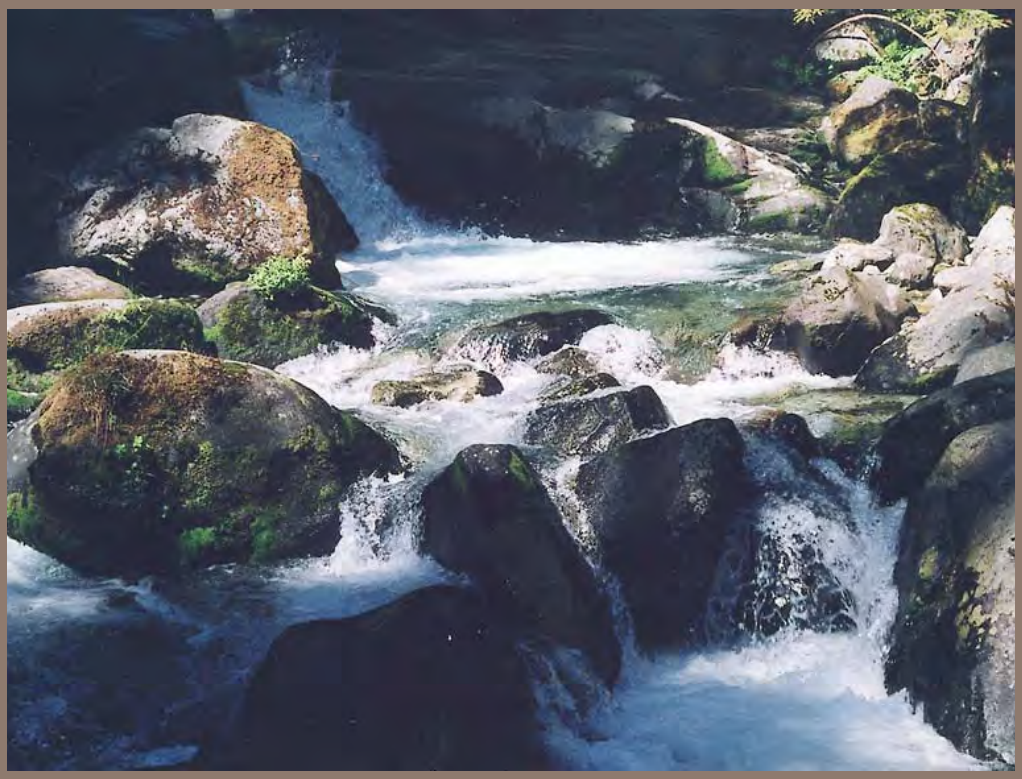
WHAT IS THE PUGET SOUND REGIONAL COUNCIL?

The Puget Sound Regional Council is an association of cities, towns, counties, ports and state agencies that serves as a forum for developing policies and making decisions about regional growth management, economic and transportation issues in the four-county central Puget Sound region.

The Council is designated under federal law as the Metropolitan Planning Organization (required for receiving federal transportation funds), and under state law as the Regional Transportation Planning Organization, for King, Kitsap, Pierce and Snohomish counties. The Council's members include the four counties and 68 of the region's 82 cities and towns. Other statutory members include the three port authorities of Everett, Seattle and Tacoma, the Washington State Department of Transportation, and the Washington Transportation Commission. In addition, a memorandum of understanding with the region's six transit agencies outlines their participation in the Regional Council.

Associate members include the Puyallup Tribe of Indians and the Tulalip Tribes, the Port of Bremerton, Island County, Thurston Regional Planning Council, and the Evans School of Public Affairs — University of Washington.

Puget Sound Regional Council is a comprehensive planning agency that does not duplicate the activities of local and state operating agencies, but supports their needs with complementary planning and advocacy, and serves as a center for the collection, analysis and dissemination of information vital to citizens and governments in the region.



Mt. Rainier National Park

of roadway investments, enhances the description of the regional non-motorized network, identifies high capacity transit station locations, better describes the relationship of land use and transportation, discusses transportation pricing more thoroughly, and shows the benefits of transportation investments at the sub-regional level.

LINKING GROWTH AND TRANSPORTATION POLICIES

VISION 2020, adopted in 1990 and updated in 1995, serves as the region's integrated long-range growth management strategy. It promotes the development of a coordinated transportation system that is integrated with and supported by the growth management strategy. It contains policies and strategies that address the following key components of regional growth and development: 1) urban growth areas, 2) contiguous and orderly development, 3) regional capital facilities, 4) housing, 5) rural areas, 6) open space, resource protection and critical areas, 7) economics, and 8) transportation. The multi-county planning policies for each of these eight components are intended to guide countywide and local planning efforts as required under the Growth Management Act.

The major focus of the region's growth strategy is to locate development in defined urban growth areas, creating compact communities that have a mix of employment, housing and activities. One benefit of these compact communities is more efficient delivery of public services, enabling new development to use existing or expanded infrastructure rather than requiring new facilities. This strategy is also designed to foster a greater mix of land uses and a more complete and efficient network of public streets, sidewalks and trails. Such land use supports an urban environment that facilitates walking, biking and transit use, thereby reducing dependence on auto travel. Another key component of this strategy is development of a regional high capacity transit system to link designated urban centers.

Other objectives served by this growth strategy are preservation of rural areas and conservation of forests and other natural resources. In rural areas, open space is maintained through low-density residential development and locating employment, housing and services in rural towns.

SUPPORTING THE REGION'S GROWTH STRATEGY

Transportation improvements and programs must be focused on establishing a more balanced transportation system, shifting emphasis from movement of vehicles to movement of people and goods. A balanced system provides travel options that include choices for private vehicles, public transit, ridesharing, walking, biking and various freight modes.

MAJOR PUBLIC POLICY COMMITMENT

VISION 2020 commits the region both to managing growth and efficiently providing public services and facilities. Regional transportation investments should emphasize transit, ride-sharing, demand management, completion of the regional roadway network, and the maintenance of current facilities.

VISION 2020's multi-county planning policies, as required by the state's Growth Management Act, provide a framework for the transportation planning and investment decisions that shape *Destination 2030*. The plan is guided by growth management and economic policies as well as transportation policies. The multi-county framework and transportation policies that guided development of *Destination 2030* can be found in Appendix 1.

Legal Mandates

VISION 2020 and *Destination 2030* respond to Washington's Growth Management Act and conform to federal transportation planning requirements. The Growth Management Act requires long-range comprehensive plans that are prepared by cities and counties to be balanced with the transportation infrastructure that can support such development. They also must be compatible with the VISION 2020 growth and transportation strategies. As the state-required Regional Transportation Plan, *Destination 2030* meets substantive and procedural requirements of Section 47.80.030 of the Revised Code of Washington.

FEDERAL REQUIREMENTS THAT GUIDE DEVELOPMENT OF METROPOLITAN TRANSPORTATION PLANS

- Plans must be developed through an open and inclusive process that ensures public input and seeks out and considers the needs of those traditionally under-served by existing transportation systems.
- Plans must be for a period not less than 20 years into the future.
- Plans must reflect the most recent assumptions for population, travel, land use, congestion, employment and economic activity.
- Plans must be financially constrained, and revenue assumptions must be reasonable in that funds can be expected to be available during the time frame of the plan.
- Plans must conform to the Clean Air Act and its amendments, and to applicable State Implementation Plans for regional air quality .

THE SEVEN PLANNING FACTORS REQUIRED BY TEA-21

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency.
- Increase the safety and security of the transportation system for motorized and non-motorized users.
- Increase the accessibility and mobility options available to people and for freight.
- Protect and enhance the environment, promote energy conservation, and improve quality of life.
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and for freight.
- Promote efficient system management and operation.
- Emphasize the preservation of the existing transportation system.

STATE FACTORS FOR REGIONAL GUIDELINES AND PRINCIPLES

Guidelines and Principles must address the following areas:

- Freight transportation and port access.
- Development patterns that promote pedestrian and non-motorized transportation.
- Circulation systems, access to regional systems, and effective and efficient highway systems.
- Transportation demand management.
- Present and future railroad right-of-way corridors.
- Intermodal connections.
- Concentrations of economic activity.
- Residential density.
- Development corridors and urban design that support high capacity transit.
- Ability of transportation facilities and programs to retain existing and attract new jobs and private investment to accommodate growth in demand.
- Joint and mixed use development.

Destination 2030 also addresses federal mandates that were first contained in the 1991 Intermodal Surface Transportation Efficiency Act (often referred to as ISTEA), and re-authorized in 1998 as the Transportation Equity Act for the 21st Century (TEA-21). Like ISTEA, TEA-21 requires that urban regions link comprehensive planning programs with funding decisions for transportation projects. It also provides a context for linking transportation planning and programs with growth and development considerations.

The region's transportation plan is required to be formally reviewed and updated or revised every two years under state law and every three years under federal law. *Destination 2030* updates and gives detail to the region's 1995 Metropolitan Transportation Plan.

In addition, state legislation requires Regional Transportation Planning Organizations to work with local jurisdictions to establish regional guidelines and principles. These products assist local jurisdictions in developing their local transportation plans. The guidelines and principles also enable the Regional Transportation Planning Organization to determine whether the transportation elements in local plans are consistent with the regional transportation plan (RCW 47.80).

The multi-county framework policies, the transportation policies, and additional policies from VISION 2020 comprise the regional guidelines and principles for the central Puget Sound region.

It would be in the region's best interest to prepare a regional transportation plan even if there were no legal mandates to do so. Many of our most acute transportation problems and their potential solutions are regional in nature. Before we can begin to tackle these problems, we must conduct a comprehensive and collaborative examination of region-wide needs and costs. *Destination 2030* does that.

Developing the Plan

Destination 2030 was developed by the elected leaders of the Puget Sound Regional Council with the advice and involvement of business, environmental, and community interests. The public process relating to the plan development began with the issuance of a *Determination of Significance and Request for Comments on Scope of the Environmental Impact Statement* in the fall of 1999, in accordance with provisions outlined in the State Environmental Policy Act and its implementing regulations (RCW 43.21.C; WAC 197-11). In response to public input and comment, a formal report was issued that outlined the scope of environmental review that would be undertaken to evaluate the region's new plan. A summary report describing the scope of environmental review was released in December 1999.

Beginning May 25, 1999, and continuing throughout 2000, the Regional Council engaged in early and continuous outreach efforts to inform the general public and decision-makers about the update scope and process, and to elicit comment and advice that would guide development of the plan. In the spring and summer of 2000, the Regional Council conducted five focus group meetings with planning and public works staff representing 25 jurisdictions. To encourage citizen comment and raise awareness about the plan update, the Regional Council held five public meetings throughout the region on alternatives for the plan, and made more than 240 presentations to civic, business and community groups. The Regional Council's website featured detailed information about the plan and its development process. The Council also employed direct mail, telephone calls, and display advertisements in daily regional newspapers to inform the public of opportunities to participate in the plan development process. In addition, videotapes of Regional Council board meetings were distributed for broadcast to community cable television stations throughout the region. In February 2001, the Regional Council partnered with KING TV to deliver a series of public service announcements to raise public awareness of the plan.

COMMITTEE RECOMMENDATIONS

Regional Council planning processes involve ongoing consultation with numerous committees and task forces comprised of transportation, environmental, and planning experts and policy makers. These groups, as well as other public agencies, provide advice and counsel to the Regional Council's Growth Management and Transportation Policy Boards on matters of policy, projects and programs. The Policy Boards evaluate these recommendations and, in turn, provide guidance to the Regional Council's Executive Board which recommends final action to the General Assembly. In accordance with this policy development and review structure, numerous committees were involved in making recommendations during the *Destination 2030* planning process. These groups included:

- Bicycle and Pedestrian Resource Group
- Eastside Transportation Partnership
- Integrated Investment and Finance Strategy Ad Hoc Subcommittee
- Intelligent Transportation Systems Advisory Panel
- Kitsap Regional Planning Council
- Pierce County Regional Council
- Regional Airport System Advisory Committee
- Regional Freight Mobility Round Table
- Regional High Occupancy Vehicle Policy Advisory Committee
- Regional Project Evaluation Committee
- Regional Staff Committee
- Regional Transportation Demand Management Action Committee
- Sea-Shore Transportation Forum
- Snohomish County Tomorrow
- South County Area Transportation Board
- Transit Operators Committee
- Transit Operators Staff Group
- Transportation Pricing Task Force

DRAFT ENVIRONMENTAL IMPACT STATEMENT

In accordance with the adopted scope of environmental review, the Regional Council prepared *The Metropolitan Transportation Plan Alternatives Analysis and Draft Environmental Impact Statement* (DEIS), which was released on August 31, 2000 for public review and comment. The DEIS analyzed three planning alternatives that were intended to stimulate discussion, debate, and comment to help craft a preferred plan alternative. The alternatives ranged from completing a minimal number of projects to doing significantly more: more roads, more transit, better traffic management, better linkages between land use and transportation, and improved funding sources for transportation projects. The DEIS contained information that showed how the three future alternatives performed in terms of congestion relief, air quality and other measures. The Regional Council received a large volume of comments on the alternatives, covering a range of issues

and representing a cross section of the regional community. In total, 301 letters containing 1,378 individual comments were received, including 271 letters and e-mails from individuals. The comments can be grouped into four broad categories:

- Comments that expressed a desire to see a broader and more aggressive mix of transportation improvements — roads, transit, non-motorized, and demand management — than were represented by alternatives analyzed in the DEIS.
- Comments that asked about, supported, or opposed individual transportation projects or activities. This category contained the majority of comments, including comments regarding congestion relief and cost-effectiveness of investments.
- Comments that expressed concern about a wide range of issues arising from transportation demand modeling and data that were used for the document. Comments ranged from issues related to the Endangered Species Act and air quality, to requests for clarification of graphics used in the document.
- Comments that expressed a desire for a strong performance measure monitoring program, as well as increased accountability.

Public comments, along with responses, are reproduced in the *Destination 2030 Final Environmental Impact Statement*, released on March 14, 2000. The Regional Council's Growth Management Policy, Transportation Policy and Executive Boards considered these public comments, as well as the subcommittee input and guidance, in providing direction for the development of *Destination 2030*.

SUMMARY OF LEAST COST ANALYSIS

In the State of Washington, beginning in 2000, Regional Transportation Planning Organizations are required (RCW 47.80.030) to apply least-cost planning analysis to alternative transportation investment strategies. Within Washington Administrative Code (WAC 468-86-030 and WAC 468-86-080) least-cost planning is defined as "a process of comparing direct and indirect costs of demand and supply options to meet transportation goals and/or policies where the intent of the process is to identify the most cost-effective mix of options." Least-cost planning attempts to consider all of the resource costs associated with alternative investments, and to provide information relevant to decisions about investment selection and prioritization. Least-cost planning combines elements of strategic, systems level planning with the accounting framework of benefit-cost analysis.

The Regional Council applied the methods of least-cost planning analysis to the systems level transportation alternatives contained in the *Metropolitan Transportation Plan Alternatives Analysis and Draft Environmental Impact Statement*, published in August 2000. Other analysis might address a broader range of policy and investment questions. This type of analysis is not an exact science, and is subject to the influence of analytical uncertainty. It is not meant to be a substitute for common sense, or political judgement. It is meant to supplement the available information that can aid decision-makers as they face complex choices about alternative investments in future transportation systems. Least-cost analysis provides some insight into the cost effectiveness, and the cost components of different plan alternatives. The following major planning lessons can be drawn from the least-cost analytical exercise:

- Least-cost analysis tells us something about the cost effectiveness of alternative ways of serving a static number of trips but does not fully compare the marginal cost and marginal benefit of the different transportation system alternatives.
- Least-cost analysis of system level transportation alternatives can provide significant information relevant to the decision process.

- Least-cost principles can guide the development of the system elements of a preferred alternative.
- Systems level least-cost analysis of transportation planning alternatives is not a substitute for corridor, project, or program level benefit-cost analysis.

Least-cost analysis is concerned with changes in transportation systems, over the long run. Over time, all transportation costs are variable and are appropriately considered to be influenced by the types of transportation system decisions made. Significant findings from the least-cost analysis of system alternatives include the following:

- When faced with a large increase in the demand for trip-making, regional transportation systems begin to perform poorly if only small actions are taken to directly address additional travel demand.
- Addressing environmental and congestion problems through capital intensive supply side solutions is expensive.
- Programs that manage transportation systems for more efficiency and that offer opportunities to meet travel demand through shorter, higher occupancy, off-peak vehicle trips (or using no motorized vehicle at all) may significantly reduce costs beyond the projects and programs analyzed in the Draft EIS.
- In addition to capital infrastructure costs and congestion costs, one of the most critical variables relating to total transportation system costs (public and private) is the total vehicle miles traveled for all personal travel trips.

SUMMARY OF ENVIRONMENTAL FINDINGS

A decade after Washington State adopted landmark growth management legislation, the central Puget Sound region still struggles with many of the more challenging consequences of vigorous growth and development. There is great uncertainty about how attempts to preserve treasured Puget Sound salmon species, and their habitat, will influence the future shape and character of the region. There is an increasing scarcity of resources that have historically been plentiful in the Pacific Northwest, such as energy, water, farmland and forest resources. Unless properly managed, urban development could eventually compromise the region's most valued asset, the dramatic natural environment that characterizes the Pacific Northwest. Transportation investments contained in *Destination 2030* are designed to directly support the region's long-range growth strategy, which in turn aims to focus growth in a manner that preserves and protects regional environmental quality.

The development of *Destination 2030* involved a broad analysis of potential environmental impacts, as well the identification of strategies to minimize and mitigate these impacts as appropriate. *The Destination 2030* Final Environmental Impact Statement was published under separate cover on May 10, 2001.

ENVIRONMENTAL JUSTICE

Since the 1995 Metropolitan Transportation Plan was adopted, the Federal Highway Administration and the Federal Transit Administration have renewed their commitments to assure that "environmental justice" is carried out in the programs they fund. (See Title VI of the *Civil Rights Act of 1964* and *Executive Order 12898*.) Environmental justice refers to the identification and assessment of disproportionately high and adverse effects of programs, policies or activities on minority and low-income population groups. Within the context of regional transportation planning, environmental justice considers the relative distribution of costs and benefits upon various segments of society from transportation investment strategies and policies.

The process to develop *Destination 2030* has included environmental justice considerations from the outset. The Regional Council set out to ensure that the burdens and benefits of implementing *Destination 2030* are not inequitably distributed across groups based on race, income, age, or disability. Environmental justice issues are integral to the Regional Council's public outreach efforts, and the analysis of infrastructure investments, accessibility, modal choice, traffic safety, growth management and community, congestion, noise, and air quality ensured that *Destination 2030* is consistent with the goals of *Executive Order 12898*. A full discussion of the key conclusions related to environmental justice that emerged in the development of *Destination 2030* is provided in Appendix 2.

AIR QUALITY

Parts of the central Puget Sound region are currently defined by the Environmental Protection Agency as maintenance areas for particulate matter less than 10 microns in diameter (PM10), carbon monoxide (CO) and ground-level ozone (O3). Under federal and state air quality statutes and regulations, there are special requirements in maintenance areas to ensure that proposed transportation activities — plans, programs and projects — do not cause new, or contribute to existing air quality problems. Compliance with these statutes and regulations, referred to as conformity, requires analyses that demonstrate compliance with existing air quality control plans and programs.

Specifically, regional transportation plans, improvement programs and projects may not cause or contribute to new violations, exacerbate existing violations, or interfere with the timely attainment of air quality standards or the required interim emissions reductions towards attainment. Provisions of the conformity regulations establish the process by which the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) and metropolitan planning organizations determine the conformity of highway and transit projects.

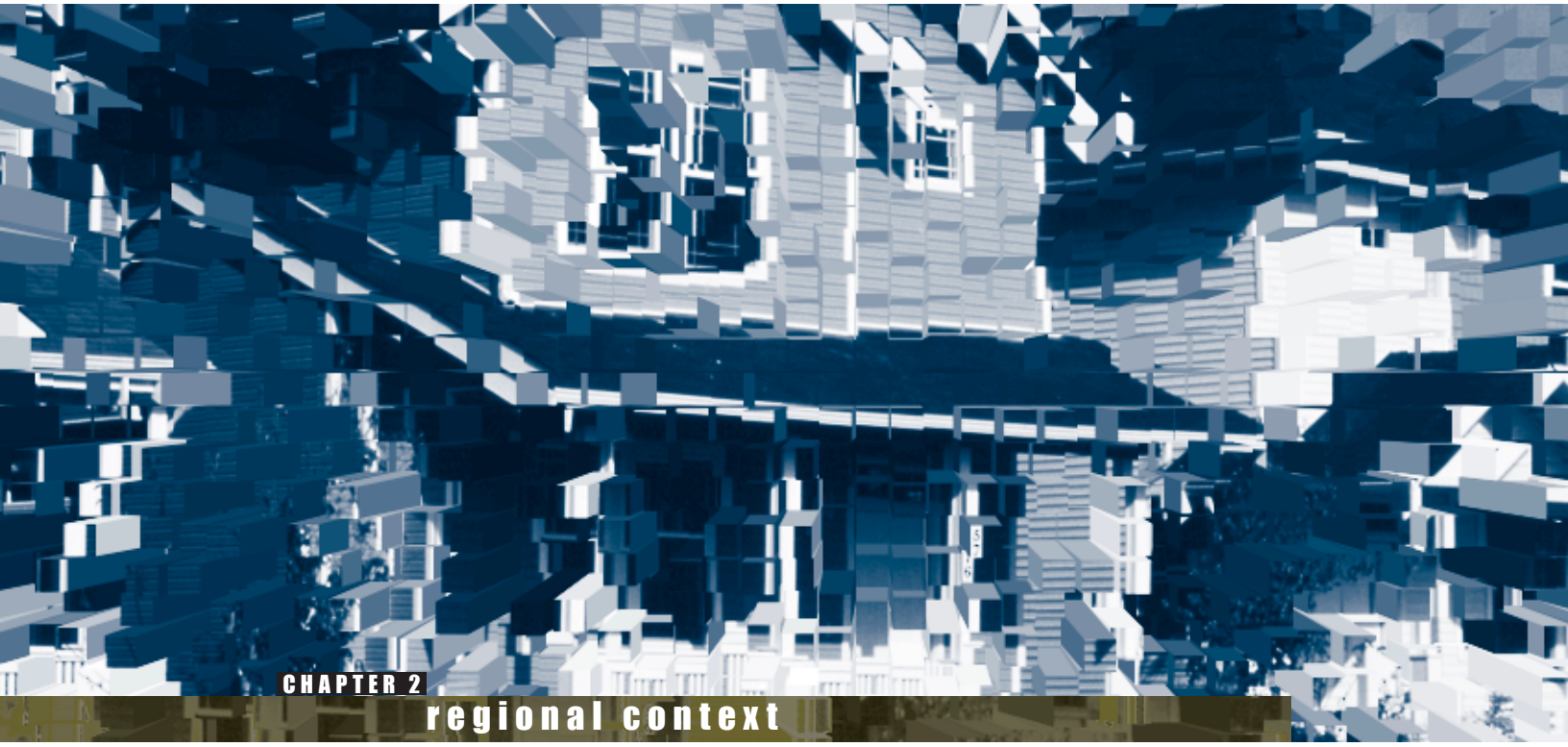
A positive finding of conformity is required by the Clean Air Act and its amendments, the Transportation Equity Act for the 21st Century (TEA-21) and the Clean Air Washington Act. Positive conformity findings allow the region to proceed with implementation of transportation projects in a timely manner. In the absence of a positive conformity finding, only those projects which are exempt (such as safety or transit projects) will be allowed to proceed using federal transportation funds.

The modeled performance of *Destination 2030* programs and projects is well within healthy air quality limits, based on new guidance from the Environmental Protection Agency updating assumptions used to forecast air quality. The new guidance reflects the fact that cleaner fuels and cleaner engines are producing fewer emissions than what has been reflected in previous EPA formulas.

Air quality remains an important concern for the region. Federal air quality standards are one safeguard against the adverse health effects of pollution. *Destination 2030* reaffirms the commitment to maintain federal standards, and to continue to examine air quality as an important issue in the central Puget Sound region.

Formal conformity analysis and finding for the region's long-range transportation plan, *Destination 2030*, is included in Appendix 3.

On May 24, 2001 the U.S. Department of Transportation issued a determination that *Desination 2030* conforms with the air quality goals of the Washington State Implementation Plan (SIP).



CHAPTER 2

regional context

Geographic Setting

Those geographic features that uniquely define Western Washington also present barriers to providing an effective transportation system. The region is located between the Cascade and Olympic mountain ranges and is bisected by Puget Sound. Largely surrounded by mountains and water, the region's land is further restricted by steep hills and environmentally sensitive areas. This limits the amount and location of land that is suitable for development, and imposes complex and expensive infrastructure requirements.

The central Puget Sound region is a strategic link within a larger global region, providing access between other Pacific Rim countries and this region, the state and the nation. While this provides many economic opportunities, it also presents challenges to the efficient movement of people and freight. See Map 1, Central Puget Sound Region.

Regional Growth and Travel

POPULATION GROWTH

As the population of the central Puget Sound region continues to increase, and as new housing and commercial activity are developed more intensely within the urban growth area, the existing transportation system experiences greater challenges. Although about 35 percent of the population lives in unincorporated areas, incorporation of the more densely populated portions of counties has been an emerging trend. Since 1990, 13 new cities have been formed and numerous annexations have occurred in the region, adding more than half a million people to cities and towns.

Between 1960 and 2000, the region's population grew from 1.5 million to 3.2 million. Rapid growth occurred in the late 1960s, in the late 1970s and early 1980s, and in the late 1980s and early 1990s. Over half of the population gain during this period (56 percent) is accounted for by net migration into the region. Today, the region has an employment base of 1.9 million jobs. The region's economic base evolved from resource-oriented industries early in this century, to manufacturing-dominated industries, including a strong aerospace

MAP 1. Central Puget Sound Region

The region is comprised of four counties, and covers 6,287 square miles. The major Regional Center is Seattle and the four Metropolitan Centers are Bellevue in King County, Everett to the north in Snohomish County, Tacoma to the south in Pierce County, and Bremerton to the west across Puget Sound in Kitsap County.

Adoption Date: May 24, 2001

sector after World War II. The employment base in the central Puget Sound region more than doubled in the past 30 years. The region's economy remains strongly linked to the aerospace sector, but substantially less so than in previous decades. Employment in the services sector, especially high technology, has continued to grow rapidly throughout the 1990s. The strong regional economy will continue to contribute to growth pressures in central Puget Sound, which is expected to accommodate a total of 4.7 million people and 2.6 million jobs by 2030.

TABLE 1. Central Puget Sound Region Population and Employment

	1998	2010	2020	2030
Population	3,148,700	3,802,200	4,262,800	4,695,300
Annual Percent Growth	NA	1.6	1.2	1.0
Total Employment	1,845,000	2,211,800	2,409,700	2,601,400
Annual Percent Growth	NA	1.5	0.9	0.8
Households	1,230,100	1,591,600	1,787,200	2,012,300
Percent Single Family	69.9	64.3	64.1	62.4
Single-Family	859,900	1,022,500	1,145,000	1,255,800
Annual Percent Growth	NA	1.5	1.1	0.9
Multi-Family	370,200	569,100	642,200	756,600
Annual Percent Growth	NA	3.6	1.2	1.7

TABLE 2. Central Puget Sound Region Population and Households by Subarea

SUBAREA	1998 POPULATION	1998 HOUSEHOLDS	2030 POPULATION	2030 HOUSEHOLDS
Region	3,148,700	1,230,100	4,695,300	2,012,300
Northwest King County	607,200	279,800	810,900	422,400
East King County	478,700	174,700	647,600	280,500
South King County	579,700	228,200	855,500	375,200
King County	1,665,600	682,600	2,314,000	1,078,100
Kitsap County	229,000	84,400	433,200	171,500
Pierce County	686,900	254,000	1,031,100	401,200
Snohomish County	567,200	209,000	917,000	361,500

ECONOMIC GROWTH

Job growth has been a primary driver in the region's population growth. A strong job market keeps people here and attracts newcomers. This growth has resulted in unprecedented demands on the region's natural resources and built infrastructure. Long-range forecasts indicate continued steady growth in population and employment. Planning for this growth can have a beneficial influence on future economic vitality and environmental health, the adequacy of transportation systems and other infrastructure, and the costs of doing business and providing public services. All of these things contribute to the region's reputation as a uniquely attractive place to live and work — a distinction critical to the region's economic success.

Between 1995 and 1998, the region experienced what was perhaps the most richly diverse job growth in its history. During this period, the region's job growth soared higher and faster than strong job growth nation-

City of Snoqualmie

wide, adding about 215,000 jobs at an annual average growth rate of 3.8 percent. Nationwide employment grew by about 7 percent between 1995 and 1998, or an average of 2.3 percent annually. During the same period, employment in the region increased by about 12 percent. In 1998 there were an estimated 1,845,000 total jobs in the region. "Total" job figures include all covered wage and salary employment plus estimates of military and self-employed jobs. The trends that emerge from this job growth influence land use and other regional dynamics and impact the region's economic, growth management and transportation plans.

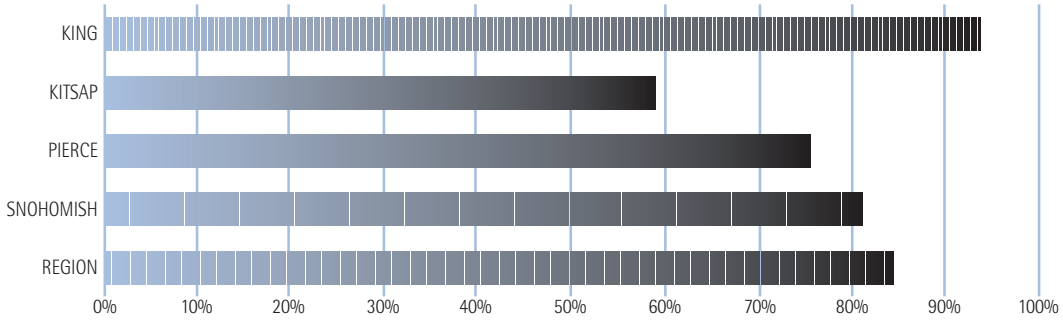
Covered employment was up between 1995 and 1998 in all six major sectors of the region's economy, including 1) Services, 2) Manufacturing, 3) Retail Trade, 4) Wholesale and Utilities, 5) Government and Education, and 6) Construction and Resources. "Covered" employment refers to jobs covered by state unemployment insurance and tracked by the state Employment Security Department. The Services sector continued to grow rapidly throughout the 1990s. Roughly 12 percent of service jobs are related to high technology services including computer software. Business services account for roughly 25 percent of service sector jobs. The sector also includes health care, accounting for just less than 25 percent of all service sector jobs.

The region's high technology leadership is transforming the world, and technology employment is also changing the region's landscape. New ways of doing business, referred to as the "New Economy," are based on communication and connectivity. Goods, information and services are now instantly transferred from senders to receivers via rapidly expanding infrastructure of computer chips, wires, and satellites. Many companies based in the region provide the products and services necessary to compete in the New Economy, like Microsoft and Boeing, or have responded by developing pioneering enterprises, such as Amazon.com and Starbucks. As a consequence of this economic development, the region is growing in new spatial patterns created by business location decisions. Understanding these employment trends is critical to planning the region's transportation system.

GROWTH TRENDS

The region has a goal to focus new development within established urban growth areas. Over the next 30 years, the urban growth area will become more densely developed, on the whole, as an additional one and a half million people live in the region by 2030. The counties, however, have had varied success in the degree to which they have been able to focus new development within the urban area and the 21 designated urban centers of the region.

Approximate Percentage of Population Living Within the Urban Growth Area in 1998



A variety of housing development trends may limit the region's ability to realize its growth and transportation objectives over the next 20 to 30 years if the trends are not slowed or reversed. These trends create land use patterns that are difficult for pedestrians to negotiate, and that cannot be served efficiently by transit:

- Low-density suburban development often occurs in areas that are not close to employment opportunities.
- The affordability of housing developed in a given area may not match the income level of jobs in that area.
- Low-density suburban development that does not provide the critical mass of population necessary to support the siting of pedestrian-friendly development, commercial shopping areas, and transportation services.
- The high costs and complexity of in-fill development that can lead to higher costs of housing in urban areas and tend to under-produce urban housing stock affordable to lower and middle income residents.
- Comparatively low-density development dispersed throughout the urban growth area.

TRAVEL TRENDS

Travel behavior is influenced by many factors, including demographics, land uses, personal lifestyles, the economy, and business locations and practices. An understanding of travel trends helped to shape how *Destination 2030* addresses existing and future transportation needs.

Throughout the 1980s, personal travel, as measured by the number of total vehicle miles traveled, grew almost three times faster than population and employment, largely due to the growth in two-worker households and longer commute distances. However, growth in vehicle miles traveled reached a plateau during the 1990s, matching growth in employment and population. It is estimated that the region's current population makes around 10 million daily trips by some form of motorized travel, such as cars, buses, trains or vanpools.

Due to increased travel and limited investment in transportation infrastructure and services, many of the region's major facilities are functioning at or beyond their capacity, earning the Seattle metropolitan area the dubious distinction of "third worst traffic in the nation" according to the Texas Transportation Institute. By this same analysis the Seattle area ranked second only to Los Angeles for the extra time a peak commute period trip takes, compared to a non-peak commute period trip, due to congestion. Other research suggests that the third worst bottleneck in the nation is at the intersection of I-5 and I-90, although many regional residents might argue that state route 520 between I-5 and I-405, or I-405 between I-90 and I-5, are as bad or worse. In the central Puget Sound region, as in other urban regions in the country, congestion wastes millions of dollars worth of economic resources each year.

Despite serious congestion, the average commute time has not grown by more than a few minutes since 1989, indicating that people make other lifestyle adjustments to keep commute times reasonable. Some commuters have begun to switch to other travel modes. In 1985, only 6 percent of the Burke-Gilman/Sammamish River Trail users were commuters to work. In 2000, 32 percent were commuters. In fact, according to the 1999 PSRC Household Travel Survey, five percent of all trips taken are biking or walking trips. This is more than 500,000 nonmotorized trips per day. The average walking trip is 2 miles, and the average bike trip is 4 miles. Ferry ridership is also on the rise, growing an annual average rate of 3 percent for the past 50 years, to a total of 24 million trips in 1999. Park-and-ride lots are increasingly popular. Demand for space grew by 22.7 percent between 1995 and 1999. Supply did not keep pace in many parts of the region, although region-wide the park-and-ride utilization rate is currently 84 percent.

Of all trips taken by all transportation modes, the average trip length is 8 miles. Work trips comprise 22 percent of all trips, whereas non-work trips make up the majority of trips taken (78 percent). 7.5 miles is the average length traveled in a non-work trip and 10 miles is the average length of a work trip. Morning trips tend to be commute trips, going directly from home to work. Evening trips involve a larger variety of origins and destinations. Due to the extra trips that occur in the evenings, the PM peak period has more intense traffic that is spread over a longer period of time. Evening peak trips tend to have a higher vehicle occupancy, which, in part, is explained by a wider variety of purposes and destinations for evening trips.

CONGESTION

In the central Puget Sound region, as in other urbanized regions of the country, congestion causes delay and frustration for drivers, and wastes millions of dollars worth of economic resources each year. The causes of congestion, both structural and behavioral, are numerous. The "solutions" to congestion are likewise diverse and encompass management strategies as well as infrastructure and service development. Long-term approaches to congestion reduction may require large-scale programs that address supply and demand imbalances, as well as approaches to regional growth and development. The Blue Ribbon Commission on Transportation has the following to say about addressing traffic congestion in a more comprehensive manner:

Interstate 5

> Congestion cannot be treated effectively by isolated spot improvements. While new roads will have to be built, the most effective mix of strategies considering all transportation modes in a corridor will yield the best results.

Yet some delay due to congestion results from identifiable bottlenecks that can respond to discrete engineering and infrastructure solutions. Where these problems can be identified and where unambiguous solutions present themselves, early action should be taken.

CHALLENGES AND OPPORTUNITIES

Within the next thirty years, the region can meet its travel needs in a far more effective and cost efficient manner than it has during the past thirty years. The statistics pertaining to future travel and performance of the transportation system contained in Appendix 8 (under separate cover) assume that travel characteristics, and the factors which influence them, will remain similar to those exhibited today.

Continued high amounts of congestion and less than optimal system performance associated with the future forecasts in Appendix 8 are avoidable if the region gives attention to all of the factors which influence travel. While considerable attention is traditionally given to multi-modal infrastructure and transportation services investments, less attention is directed at regional development patterns and system management practices, such as the pricing of transportation and technological management systems, as a means to influence travel and reduce overall personal and public costs of regional transportation.

Since 1991, the central Puget Sound region has made considerable progress in addressing the relationships between development patterns and transportation through implementation of the Growth Management Act. It will, however, take many years to achieve noticeable regional transportation benefits accruing from implementation of local growth plans. Major changes in the way transportation is priced could result in travel demand that more closely reflects actual costs, transportation supply that more efficiently responds to demand, and reduced total costs of transportation in the region.

Currently, there is a general lack of understanding regarding the total costs of transportation and how real and perceived costs influence individual travel decisions. In the simplest terms, since current transportation prices do not reflect actual costs and benefits as prices do in most other parts of our economic lives, the region loses efficiency, increases congestion, adds to environmental problems and spends more on infrastructure and transportation services over the long term than might otherwise be necessary. Some of the future revenues and investments currently anticipated to support the amount of travel and system performance forecasted for 2030 may not be needed if the region continues to manage growth more efficiently and pursue transportation pricing reforms.

Development Patterns

Public policy to protect the environment and quality of life in the State of Washington has evolved during the last 30 years in response to increased growth and on-going development. The first major steps were taken in 1971 with the passage of the State Environmental Policy Act (SEPA), followed shortly by the Shoreline Management Act. During the 1980s, several individual jurisdictions, including King County, engaged in a new generation of comprehensive planning in an attempt to manage growth and influence development patterns in the region. In 1990 and 1991 the Washington Legislature passed the Growth Management Act

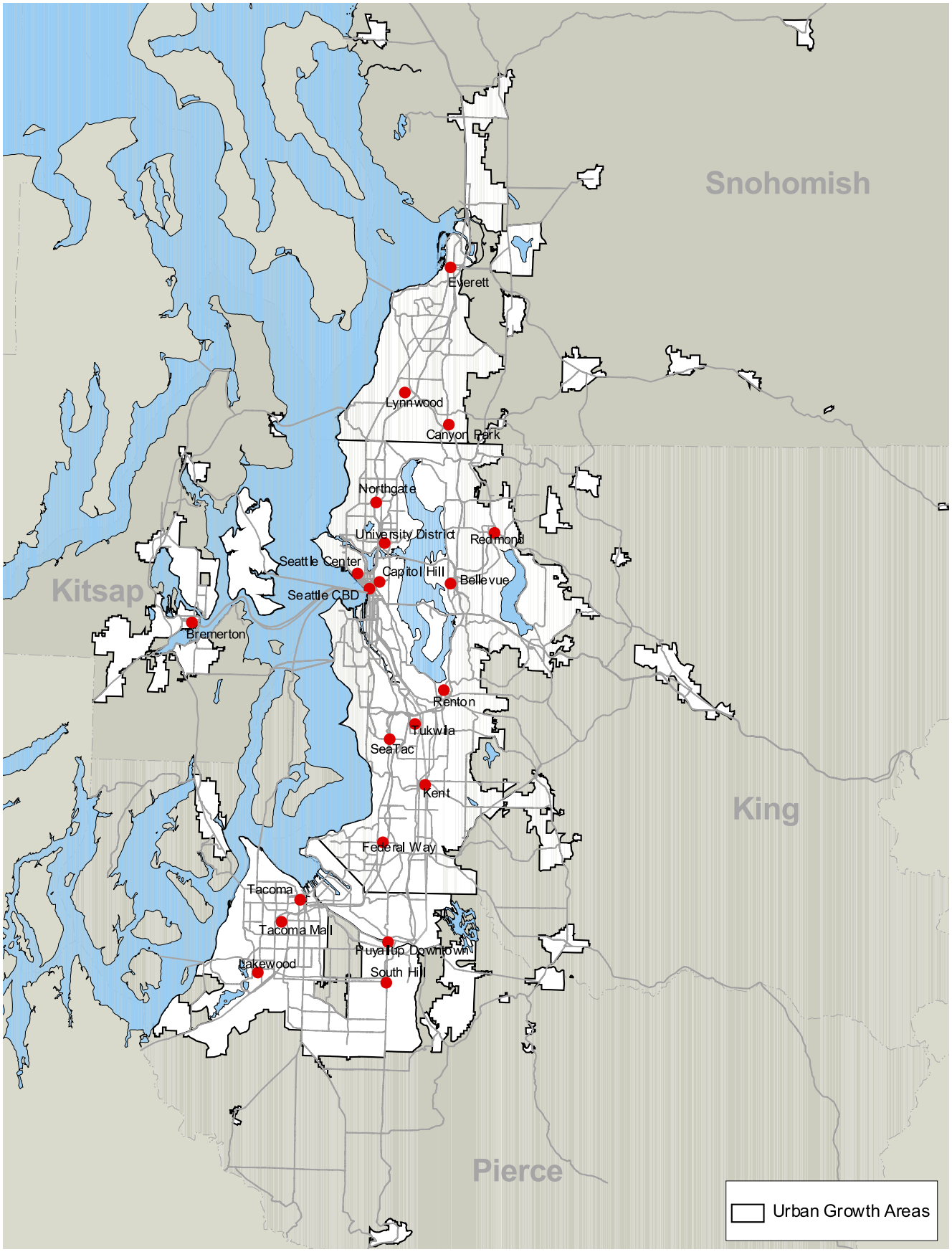
MAP 2. Designated Urban Centers

King County-12: Bellevue CBD, Kent, Federal Way, Redmond, Renton, SeaTac, Seattle CBD, Seattle Center, Seattle First Hill/Capitol Hill, Seattle Northgate, Seattle University District, Tukwila

Kitsap County-1: Bremerton

Pierce County-5: Lakewood, Puyallup CBD, South Hill, Tacoma CBD, Tacoma Mall

Snohomish County-3: Canyon Park, Everett, Lynnwood



Adoption Date: May 24, 2001

(GMA) to mandate local comprehensive planning in heavily populated and high growth areas of the state. Also in 1990, the Puget Sound Council of Governments (a predecessor agency to the Regional Council) adopted VISION 2020 as the region's growth management and transportation strategy. VISION 2020 was updated by the Regional Council with refinements adopted in 1995.

The policies in VISION 2020 reflect broad directions agreed to by member jurisdictions and agencies that, in general, will be implemented through local comprehensive and agency plans. These policies are designed to assist the region in managing growth in ways that optimize the movement of goods and people, protect the environment, revitalize communities, and develop a healthy economy. The Puget Sound Regional Council's role is to provide a forum in which regional policies and decisions are developed and maintained by local officials. The Regional Council also acts as a resource for jurisdictions and agencies as they make local decisions.

Changing development patterns by concentrating new growth into existing urban areas is a core strategy of VISION 2020, countywide planning policies, and local comprehensive plans. This strategy is designed to curb suburban sprawl, conserve agricultural and resource lands, promote economically strong cities and towns, and allow transportation and other services to be more effective and efficient.

URBAN CENTERS AND COMPACT COMMUNITIES

A key element of this urban growth strategy is the development of "urban centers" within the urban growth area. Centers are places that contain a mix of business, commercial, residential, and cultural activity within a compact area. Centers are places where walking and transit use, as well as automobile and bicycle access, are viable transportation options. VISION 2020 and the region's local growth management plans envision urban centers in revitalized downtown districts, as well as in emerging suburban hubs. To date, 21 urban centers have been formally designated in the central Puget Sound region by the counties and cities as a result of growth management planning efforts. Twelve urban centers are located in King County, one in Kitsap County, five in Pierce County, and three in Snohomish County, see Map 2. Designated Urban Centers.

City of Everett

VISION 2020's three-part strategy for urban growth includes identification of urban growth areas, focusing growth in urban centers, and encouraging the creation and support of areas between centers that currently function as, or offer the potential to be "compact communities." VISION 2020 defines compact communities as:

> "...urban locations which offer transportation, housing, and shopping choices that reduce the need for automobile travel and support an efficient development pattern. The VISION 2020 strategy is to support communities that currently have these qualities, add these characteristics to locations that offer few choices, and develop vacant urban land when necessary in a manner that supports transit, conserves resources, and builds communities."

These nodes of compact development should be located throughout the urban growth area's existing cities, towns, and communities.

Concentrations of activity have been developing in suburban areas outside of the designated centers. Researchers at the University of Washington found nearly 100 of these concentrations, which they dubbed "suburban clusters." Suburban clusters were defined as having at least 1,400 people within one-half mile areas, usually ringed around a commercial or neighborhood retail center. Unlike pre-World War II neighborhoods found in the region's oldest cities, most of these cluster communities were not built with the intent that they should function as traditional neighborhoods.

Further analysis has found that suburban clusters often lack many of the basic elements of older neighborhoods, such as connected sidewalks, small blocks that make it easier to walk, stores that open directly onto the sidewalk instead of parking lots, and transit that is close and convenient to residential areas. These areas are often difficult to serve with public transit, and lack clear pedestrian routes for easy internal circulation. These concentrations must be considered as part of the regional hierarchy of compact communities.

LOCAL PLANNING

The Growth Management Act requires that all jurisdictions in the central Puget Sound region develop comprehensive plans. To date, 82 of the 86 jurisdictions in the region have done so. Unless a plan is challenged and appealed to a Growth Management Hearings Board, the plan is presumed to be consistent with statewide and regional planning requirements. The Act also requires the Regional Council to certify that the transportation elements of comprehensive plans of jurisdictions within the region conform to state transportation planning requirements, including consistency with the region's metropolitan transportation plan, *Destination 2030*. As part of this certification process, the Regional Council also reviews local jurisdictions' plans and amendments and certifies that they are consistent with regional guidelines and principles for transportation planning, as expressed in the multi-county planning policies included in *Destination 2030*. In the central Puget Sound region, certification establishes eligibility for transportation funding that is available under the Regional Transportation Improvement Program (TIP). The Regional Council uses its review of local plans to gain a better understanding of how local governments are implementing the regional growth management and transportation vision at the local level. It is also a process through which the Regional Council can provide information to jurisdictions within the region and help local and regional agencies to coordinate better with one another.

The Metropolitan Transportation System

As part of a cooperative effort between the Regional Council, Washington State Department of Transportation (WSDOT) and local jurisdictions, regional facilities and services that comprise the region's Metropolitan Transportation System were identified as part of the 1995 Metropolitan Transportation Plan (MTP) and updated in 1998.

Destination 2030 once again updates the Metropolitan Transportation System. The plan emphasizes an integrated multi-modal transportation system and describes the regionally significant modal components of that system. The Metropolitan Transportation System consists of regionally significant multi-modal transportation facilities and services that are crucial to the mobility needs of the region. The Metropolitan Transportation System serves as a planning tool used to identify regional transportation problems, analyze and develop regional solutions, and it serves as a focus for required state and regional transportation system performance monitoring, particularly for the federally-required congestion management system (CMS). Maps 3 through 8 display the components of the Metropolitan Transportation System.

Some transportation facilities may be included within more than one Metropolitan Transportation System component; this occurs most often with roadway facilities. These systems are highly interdependent.

METROPOLITAN TRANSPORTATION SYSTEM (MTS) DEFINITION

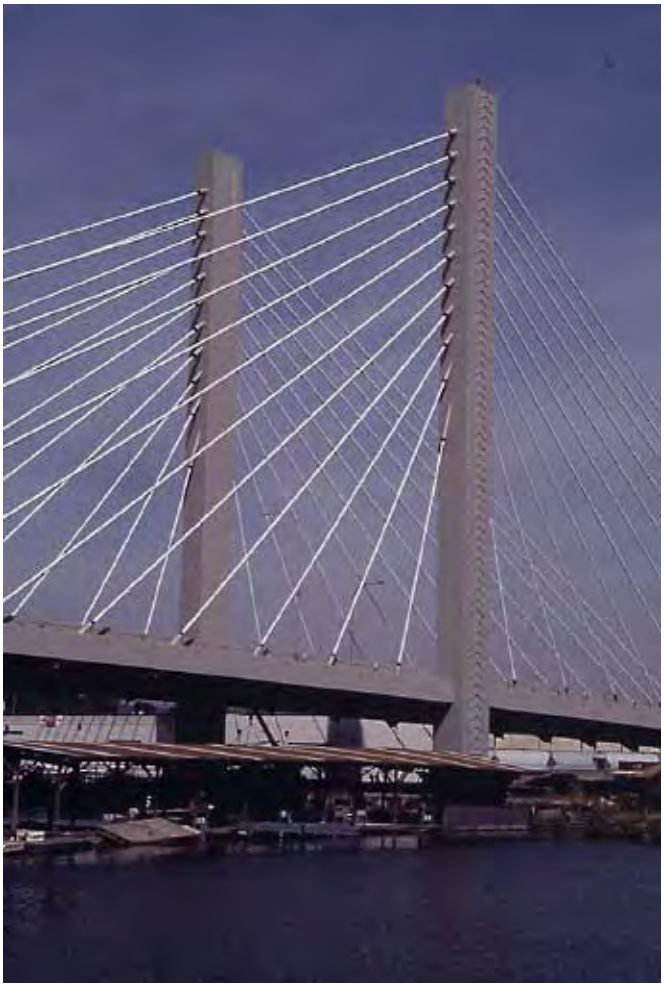
MTS facilities and services are defined both functionally and geographically. A facility or service is part of the MTS if it provides access to any activities crucial to the social or economic health of the central Puget Sound region. Facilities that weave parts of the region together by crossing county or city boundaries are critical to the MTS. Any link that accesses major regional activity centers, such as an airport, is also a critical element of the MTS. Specific facilities or services are included in the MTS based on their function within the regional transportation system rather than their geometric design or physical characteristics.

Facilities in the MTS include those from the following seven transportation systems, supported by Transportation System Management services:

- Roadway System
- Ferry System
- Transit System
- Non-motorized System
- Freight and Goods System
- Intercity Passenger Rail
- Regional Aviation

COMMUTE TRIP REDUCTION

The Commute Trip Reduction (CTR) law was enacted in 1991 as part of the Washington Clean Air Act. It has proven that vehicle trip reduction programs can have a significant impact on the populations they serve. Between 1993 and 1999, the region reduced its single-occupant vehicle rate for work commutes of CTR-covered employees by 5.5 percent. However, only 22 percent of the region's jobs are covered by the law, and only 20 percent of the region's trips are work trips. Expanding CTR and other vehicle trip reduction services and incentives to other work commutes and to nonwork trips could potentially result in significant vehicle-travel reductions for the region, but would require significantly greater investment in these services and incentives to provide viable alternatives for more dispersed trip-making patterns.



City of Tacoma

The ferry system, for example, would not perform as well without a roadway or transit system. Services included in the Metropolitan Transportation System, unlike facilities, do not necessarily have a physical structure to them, but nevertheless are considered regionally significant. Services help provide access to activities that are crucial to the social or economic health of the central Puget Sound region. Regionally significant transportation services help to improve overall system performance. These services are generally known as Transportation System Management, which includes intelligent transportation systems (ITS) and vehicle trip reduction programs. ITS services help to optimize and integrate the operation of the multi-modal transportation system, while vehicle trip reduction (also known as transportation demand management (TDM)) programs encourage people to make fewer single occupant vehicle trips. A more detailed description of the Metropolitan Transportation System and its components is contained in Appendix 4.

Most of the systems that are part of the Metropolitan Transportation System include system management elements so that they can be operated and used as safely and efficiently as possible. System operations on the Puget Sound region's multimodal transportation system are the responsibility of many jurisdictions and agencies. In many cases the safety, efficiency and dependability of the overall Metropolitan Transportation System can be enhanced by developing methods for integrating various system management organizations. *Destination 2030* identifies the management centers, communications infrastructure and roadside equipment that make up the Regional Intelligent Transportation System Architecture and are used to operate and integrate this system as an integral part of the Metropolitan Transportation System.

The WSDOT Traffic Operation Centers (TOCs) in Shoreline and Tacoma are examples of the type of management center that is used to optimize the performance of part of the MTS, in this case the freeway system. The TOCs monitor traffic and road conditions, identify and verify incidents, detect faults in operations, and collect data for traffic strategy development and long range planning. This is done using information collected by roadside equipment, such as cameras and loop detectors, and supplied by a communication link to the TOC. The WSDOT TOCs also have a communication link to the Washington State Patrol's Computer Aided Dispatch System so they can respond quickly to incidents in a coordination with the state patrol.

Transit agencies also operate management centers, communications and roadside equipment that help optimize the routing and scheduling transit services. Transit operators use management centers to monitor performance of the transit system to aide in schedule adherence and to respond to incidents. This information is provided to the management center over communication links. Transit vehicles also communicate in the

field with other devices to enable technologies like transit signal priority (TSP). TSP is where a transit vehicle is given a longer green light at traffic signals so that it can remain on schedule or get back on schedule.

Vehicle trip reduction is a major policy area included in *Destination 2030*. Unlike many other Metropolitan Transportation System components, demand management is not focused on facilities. Rather, it is a program of strategies designed to manage demand for vehicle travel to achieve system performance, environmental, and growth objectives through influencing travel choices. Demand management strategies are designed to 1) promote alternatives to driving alone, 2) shift trips out of peak travel periods, or 3) eliminate the need for certain trips. One of the best known vehicle trip reduction programs is the Commute Trip Reduction law enacted in 1991.

TRANSPORTATION FACILITIES AND SERVICES OF STATEWIDE SIGNIFICANCE

In 1998, the State Legislature enacted HB 1487, more commonly known as the Level of Service or LOS bill, to recognize the importance of specific categories of transportation facilities and services that are of statewide significance. This legislative action amended the Growth Management Act (RCW 36.70A), Priority Programming for Highways (RCW 47.05), and Regional Transportation Planning Organizations (RCW 47.80) to direct further definition and planning through state, regional and local actions. As now codified under RCW 47.06.140, nine categories of transportation facilities and services of statewide significance are defined. See Appendix 4 for additional detail regarding central Puget Sound Metropolitan Transportation System facilities that are of statewide significance.

CHAPTER 3

investment strategy

A Focus on Regional Systems

With the regional growth vision as a starting point, the major challenge facing the central Puget Sound region is advancing a transportation investment strategy that links immediate action with a long-range set of investment objectives. When faced with a large increase in the demand for trip-making over time, regional transportation systems begin to perform poorly if only small actions are taken to directly address additional travel demand. Poor system performance has considerable environmental, personal, land use, and congestion cost implications.

An effective investment strategy for the *Destination 2030* plan identifies the transportation systems that operate at a regionally significant scale and can influence the region's long-term growth, development and quality of life. These regional transportation systems are part of larger systems that connect to other parts of the state and nation, as well as part of local systems that provide access to land and daily activity. A rational, coordinated, and clearly defined approach to funding and programming for regionally significant systems, across all levels of government and all modes of transportation, is essential to the implementation of VISION 2020.

The *Destination 2030* investment strategy is in many ways dependent upon the successful development of new regional funding mechanisms that are flexible enough to allow investment in the full array of regional transportation priorities. Regional systems cannot be managed effectively without some significant ability to plan, prioritize, and implement change in a coordinated manner at a regional scale. Investment decisions are very much tied to questions of finance and pricing. It is possible to better balance transportation supply and demand through price, much as is done in most other areas of our economic lives. Yet for market incentives to work, people must be presented with viable travel options from which to choose. If transportation alternatives are not adequate, market incentives will be punitive, penalizing travel without offering substantially improved mobility.

INVESTMENT PRINCIPLES

1. **The first priority should be to maintain, preserve, make safe, and optimize existing transportation infrastructure and services.** The most cost-effective infrastructure investments are usually those that maintain, preserve, improve safety, and optimize existing assets. A high level of maintenance and preservation of transportation infrastructure and services ensures that current assets continue to function properly and safeguard regional mobility into the future.

2. **Investments should emphasize continuity and complete discrete elements of the transportation system. Completing missing pieces of larger systems is a regional investment priority.** Regional transportation infrastructure and programs operate as large complex systems. When scarce resources only allow incremental investments in transportation infrastructure, the greatest benefits can be realized when functional continuity is achieved.

3. **Appropriate investments in all modes should be emphasized to provide an array of travel choices.** VISION 2020 calls for the development of a multimodal regional transportation system that emphasizes the need to provide mobility choices to help people access activities, goods, and services. Not all transportation modes and services are appropriate for all locations throughout the region. Planned investments should strive to provide basic mobility, and mobility alternatives while being sensitive to the scale and nature of supporting planned land uses and local preferences.

4. **Transportation investments should be directly linked with measurable transportation, environmental and land use outcomes, and should support the achievement of regional and state benchmarks.** Regional transportation investments are intended to achieve regional objectives. Transportation investments are intended to support the region's long range growth objectives (VISION 2020), ensuring growth can occur where and when it is planned. In late 2000, the state's Blue Ribbon Commission on Transportation drafted transportation benchmarks that are intended to gauge progress in providing transportation services and benefits that people expect in exchange for public investment. The region will develop benchmarks and performance measures that will help assess the benefits of investments and help prioritize them to support regional policies.

5. **Cost effective transportation options to addressing identified problems should be demonstrated and implemented.** There is often more than one approach to transportation problem solving. Some approaches are more capital intensive while others primarily involve operational costs and policy/program changes. Project and program analysis should include estimates of all reasonably identifiable societal costs and benefits. Tools of analysis, such as system level least-cost planning, and project level benefit-cost analysis should be employed as appropriate, when making investment decisions.

6. **Compact development of designated urban centers, high capacity transit station areas, and other communities should be supported through direct investment.** Investments within, or connecting, designated Urban Centers and high capacity transit station areas that demonstrate support for urban center physical design guidelines are high regional priorities. VISION 2020 reflects a regional commitment to concentrating growth in compact, mixed-use communities that are connected to one another, and to their environs, through efficient and effective transportation systems. Transportation investments must reflect this growth commitment. Projects that serve and support greater concentrations of activity within the Urban Growth Area are also regional priorities.

The *Destination 2030* investment strategy consists of regionally significant multi-modal transportation facilities and services that are crucial to the mobility and access needs of the region. These facilities and services constitute the Metropolitan Transportation System. The *Destination 2030* investment strategy for the Metropolitan Transportation System establishes broad policy direction determining how intensely, or efficiently, infrastructure will be utilized, establishes investment priorities beginning with the maintenance and preservation of existing capital infrastructure and services, defines approaches to managing systems for greater efficiency, and outlines a corridor approach to making significant capacity investment decisions. The starting points for the investment strategy included in *Destination 2030* are investment principles that translate plan policy into an organized framework for investment decision-making. The investment principles serve as the foundation for a rational allocation of funds as they become available to implement *Destination 2030*. The Regional Council has an ongoing responsibility to periodically establish and evaluate programming criteria that reflect the investment principles. Programming criteria will be continuously refined as performance monitoring provides information about whether desired results are being achieved. Chapter 7 discusses performance monitoring and the importance of developing regional transportation benchmarks.

Maintain and Preserve What We Have

The most cost-effective infrastructure investments are usually those that maintain, preserve, and optimize existing assets. Maintenance is work directed toward preservation of the existing roadway and related facilities and equipment as necessary for safe and efficient operation. Any minor surface treatments, crack sealing, etc., are considered to be maintenance. Preservation projects are more substantial and often involve structural resurfacing, restoration, and rehabilitation. Addressing environmental and congestion problems through capital intensive supply side solutions is expensive. When and where infrastructure capacity investments are needed, the greatest benefits are realized when the infrastructure is managed for efficient performance.

MAINTAIN, PRESERVE AND IMPROVE SAFETY ON EXISTING INFRASTRUCTURE

Destination 2030 supports full funding to maintain, preserve, operate, and address safety concerns for existing infrastructure. If transportation maintenance and preservation needs are to be effectively addressed, dedicated and comprehensive funding for these purposes must be established. The Blue Ribbon Commission on Transportation has recommended that the state "prioritize and fund all maintenance, preservation, and safety needs of the existing transportation infrastructure in the state, including operating and maintenance costs of rail, transit, and ferries." Proper maintenance and preservation of transportation infrastructure and services ensures that existing assets continue to function properly, and safeguards the basis of regional mobility into the future. All agencies and jurisdictions should be encouraged to demonstrate the use of maintenance management systems and, for roadways, pavement management systems.

Tacoma Dome Transit Center

PRESERVE EXISTING LEVELS OF TRANSPORTATION SERVICES

Destination 2030 begins by recognizing the vitally important role that transit and ferry services play in the functioning of urban and suburban communities, and looks to, as a baseline standard, preserve local services at levels prior to the elimination of state motor vehicle excise tax revenues. Ferry and transit services provide mobility and access for many of the region's residents. Historically, these services have constituted a basic public service component of urban life, representing a core mobility system for many of our young, elderly, disabled, and less affluent residents. Transit and ferry service also constitutes a core mobility service for select commuter markets, especially those commuter markets that include urbanized trip destinations.

Optimize Systems

A combination of scarce public resources, difficulties associated with making large new infrastructure investments within mature urban areas, environmental and social constraints on building new roadway facilities, and consideration of the urban growth implications of adding transportation supply highlight the critical need for the region to make optimal use of existing facilities. *Destination 2030* includes programs that manage transportation systems for more efficiency and offer opportunities to meet travel demand through shorter, higher occupancy, off-peak vehicle trips (or using no motorized vehicle at all). These include vehicle trip reduction programs, as well as guidelines and tools to encourage transit and pedestrian-supportive urban design and development. Transportation system management services and technologies also help to manage the overall system. Existing transportation facilities should be managed efficiently even while the region makes significant investments in new capacity.

PROVIDE HIGH OCCUPANCY VEHICLE PRIORITY

Destination 2030 supports priority treatment for high occupancy vehicles. Higher vehicle occupancies mean that personal mobility is achieved at a greater level of system efficiency. Higher occupancies, in the form of transit, carpools and vanpools, result in lower traffic volumes, lower vehicle emissions, less costly investment in capacity over time, and less private resources dedicated to the maintenance of the region's private vehicle fleet. *Destination 2030* includes the policies recommended by the Regional HOV Policy Advisory Committee in 1999. See Appendix 5. The regional policies endorse and recommend inclusion of the WSDOT HOV system policies and operational definitions, including speed and reliability, capacity, and carpools definition. The regional High Occupancy Vehicle system will, in part, be achieved through investment in the following HOV facilities:

- Core HOV network on regional freeways, including HOV bottlenecks
- Direct access for more efficient use of HOV facilities
- Arterial HOV investments that directly link to the core HOV facilities
- HOV by-pass lanes and priority systems on arterials, corridors, and within centers

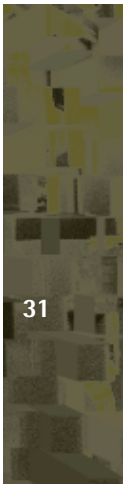
SUPPORT URBAN CENTERS AND HIGH CAPACITY TRANSIT STATION AREAS

Destination 2030 calls for coordinating transportation and land use decisions to support transit and pedestrian-oriented land use patterns. Transit and pedestrian-oriented land use can promote greater transportation system efficiencies by minimizing growth in the number of people who drive alone and the number of vehicle miles traveled within the region. Research, conducted nationally and within the central Puget Sound region, shows that compact development and completeness of local street systems and sidewalks, along with block sizes, the location and orientation of commercial buildings, and other features of urban form and design, all influence the likelihood that people will walk or bike to transit stops, local services and jobs. *Destination 2030* provides specificity on the linkage of land use and transportation planning, as well as adds clarification and detail to existing policy. Investments in designated Urban Centers and high capacity transit station areas that reinforce urban design characteristics promoting mobility and access are high regional priorities. The policy framework and programming criteria that the region adopts every two years will reflect and recognize this commitment. Transportation investments that are particularly important to these regionally significant places include:

- Sufficient regional access, street density and layout to enhance connectivity and multi-modal mobility
- High quality, frequent transit service and station area transit facilities
- Clearly marked, safe, and convenient bicycle and pedestrian paths, sidewalks and routes, particularly those that link to services of the regional transit system
- Effective parking management

DEVELOP TRAVELER INFORMATION AND MANAGEMENT TECHNOLOGY

Transportation system management strategies are meant to optimize the efficiency and effectiveness of our multimodal transportation system by managing congestion, increasing reliability, improving safety and providing convenient connections for people and goods. In particular, with the passage of the Transportation Equity Act for the 21st Century (TEA-21), new requirements have been placed on states and metropolitan areas to define, in greater detail, a logical system of integrated Intelligent Transportation System (ITS) projects. In addition, regional policies advocate the application of ITS technology to help solve transportation problems. "Regionally significant" ITS projects include those that will impact a significant number of travelers throughout the region.



CONSIDER USING MARKET INCENTIVES TO OPTIMIZE TRANSPORTATION SYSTEMS

In the long run, reforming the way we price travel, at a system level, can improve transportation system performance on a regional scale. In most markets, prices efficiently allocate scarce resources. In transportation markets, roads are scarce resources that become congested when travel demand is higher than capacity on the roadway at particular times of the day. Efficient prices are a signal to drivers, providing information about the true costs of their travel. Congestion is the catalyst to expand or build facilities, but low charges fail to produce revenues sufficient to cover construction costs. Efficient pricing helps to manage congestion, reducing the need for new capacity, and produces revenues to build capacity when and where it is needed most.

Invest in Capacity

Rapid regional growth and development have left our existing transportation systems overburdened. Regular travelers on many transportation corridors face significant travel delays on a consistent basis. Strategically identified additions in capacity are a top regional transportation priority, and support growth management objectives when designed and implemented appropriately. Major capacity investments are needed on many regional facilities. Reaching agreement upon the type, design, and implementation of significant capacity investments is a challenging and important process. Where regional capacity needs have been identified, but where specific project or program details are not yet determined, *Destination 2030* establishes a framework for guiding final investment decisions.

A CORRIDOR APPROACH

Destination 2030 recognizes the benefits from evaluating transportation investments within the context of broad transportation corridors that include interested and impacted communities. Transportation facilities do not exist in isolation, but are part of larger regional and state systems. Just as these corridors do not sit in geographic isolation, they also are pieces of many different regional transportation modal systems. Multimodal analysis of corridor level investments is an essential part of making sure the regional system needs are fully identified. The long-term performance of transportation facilities is also heavily dependant upon surrounding land uses. Addressing regional transportation issues in these broad corridors leads to a more comprehensive approach to problem solving. A corridor approach considers multiple facilities, transportation modes, strategies, jurisdictions, and includes a land use context. The objective of corridor-based analysis is to identify an effective mix of strategies, selected from a full range of capacity and system management approaches, that can demonstrate measurable results and that are consistent with the objectives of local and regional growth plans.

GUIDANCE FOR MAJOR CAPACITY INVESTMENT DECISIONS

Destination 2030 incorporates previous Regional Council policy commitments to pursue and help achieve reasonable mitigation of impacts on communities resulting from major transportation facility and service investments/improvements that are either regionally significant or of statewide significance. In addition, corridor level records of agreement should be encouraged, where appropriate, for large major corridor projects, whether they be freeway, transit or ferry. Records of agreement would document actions that will help implement the preferred alternative that resulted from the environmental and public review process. *Destination 2030* adds a commitment to utilize additional least-cost planning analysis and benefit-cost analysis, as input to regional decisions. Major transportation projects will need to include a project level financing plan which describes the manner by which the entire project may be completed.

Regional projects and programs are classified within *Destination 2030* as either "Candidate" or "Approved." "Candidate" investments are projects or program components occurring on regionally significant facilities (Metropolitan Transportation System), but which have one or more planning requirements that must be satisfactorily addressed before they are eligible to be formally approved in the region's metropolitan transportation plan for implementation. Projects designated in *Destination 2030* as "Approved" projects are then eligible to be included in the regional TIP for full project action/implementation phases such as final design, right-of-way acquisition and construction. The Regional Council will respect the due processes by which the sponsors of major projects have achieved "Approved" status, and will only reconsider "Approved" status if the sponsor finds that significant conditions have conclusively changed, and which cause the project sponsor to be incapable of continuing implementation in the general manner by which it was originally approved. Appendix 6 includes more detailed language that guides capacity investment decisions and outlines the process for changing project status from "Candidate" to "Approved."

Fauntleroy-Vashon-Southworth Ferry

CHAPTER 4

linking land use and transportation

A key part of the overall work on *Destination 2030* was to provide more specificity on the linkage of land use and transportation planning contained in VISION 2020, as well as to add clarification and detail to existing growth management policies and provisions. The growth strategy is built around the concept that additional transportation infrastructure and services will be provided to areas that are accepting an increased share of the region's growth. It has become clear in recent years that the region must increase investment in targeted areas if it is to achieve its vision for growth.

The regional growth and transportation strategy has focused on preserving and developing compact communities, redeveloping urban transportation corridors, and directing employment and housing growth into centers and in patterns where it is easier to walk, bike and use transit. Additional urban design guidance, as well as descriptions of different types of development strategies and financial incentives, will reinforce the critical link between land use and transportation planning.

The 1995 Metropolitan Transportation Plan emphasized the creation of opportunities for improving transit use and non-motorized travel. *Destination 2030* expands on this base to provide further direction on strategies and actions that will make growth management planning and investment in the region's transportation system mutually supportive.

The continued development and support of centers is a core component of the region's growth strategy. The twenty-one designated urban centers are the most visible examples of the region's progress in integrating land use and transportation policy. The centers strategy was devised to achieve multiple growth management goals, including the creation of an efficient transportation system that supports travel options by all modes and maximizes the benefits of system investments. Transit and non-motorized travel modes can reduce the number and length of auto trips and are, in general, supported by higher concentrations of development and activity.

Although we often focus our discussion on these twenty-one centers, we must recognize that other growth strategy concepts, such as compact communities, urban corridors, mixed-use districts, and transit station areas remain an integral part of the overall vision for growth in the region. When examining the function of

centers in the context of how they affect the metropolitan transportation system, it is important to acknowledge that other concentrations may act very much like the designated urban centers and can also benefit from the strategies we employ for center enhancement and development.

Recent research has shown that block sizes within much of the urban growth area are often large and scaled to cars rather than pedestrians. In many neighborhoods, movement between residential and commercial land uses is blocked by the lack of physical connections. Even where they adjoin each other, apartment complexes, schools, retail and other commercial developments seldom face each other, and high fences surround many properties, blocking direct routes. Major roads or even freeways often separate multifamily areas from commercial districts. Analysis of urban form and basic infrastructure in urban centers and clusters in the region suggests that deficiencies in these areas have significant performance impacts on both the local and metropolitan transportation systems.

Now that the first phase of planning under the Growth Management Act is completed, many regional agencies and local governments are refining growth plans to address some of these finer issues by creating incentives and encouraging specific types of development in compact communities. As part of these refinements growth and transportation plans may increasingly focus on making strategic infrastructure investments to help the regional transportation system function better within communities. The Regional Council advocates the use of incentives to recognize places that are achieving the types of development that support the regional strategy of compact development and pedestrian and transit-supportive urban form.

New *Destination 2030* growth strategies build on the relationship of land use and transportation presented in VISION 2020 and 1995 Metropolitan Transportation Plan policies. Three broad groups of actions that address the character of growth have been included in *Destination 2030* to better articulate this relationship. These groups are 1) physical design guidelines, 2) characteristics of urban centers and concentrated development, and 3) best practices and tools. The region's investment principles and strategy, described in Chapter 3, place a high priority on investments that support the region's growth strategy.

Physical Design Guidelines

The region is establishing and will promote urban development and design guidelines for designated Urban Centers and high capacity transit station areas, pursuant to Growth Management Act requirements (RCW 47.80). The guidelines are intended to advance fundamental design principles and site development characteristics that can serve as a starting point to achieving successful and mutually supportive connections between land use and transportation. In addition to the ten guidelines (see sidebar), the region will support a future work program to develop additional guidance on urban form, site design, parking, and accessibility. This work will help the Regional Council to assist local jurisdictions in their efforts to support planning and development in regional Urban Centers, high capacity transit station areas, and in other types of concentrated development throughout the region.

Characteristics of Centers and Concentrated Development

Over 70 percent of growth in the region over the next 30 years is forecast to locate within the urban growth area, but outside currently designated urban centers. A hierarchy of places already exists and will continue to develop in the region to provide services, entertainment, housing, and other needs. Recognizing that all centers and areas of concentrated development in the region are not intended to be the same, the Regional

PHYSICAL DESIGN GUIDELINES

1. Encourage a mix of complementary land uses, particularly uses that generate pedestrian activity and transit ridership.
2. Encourage compact growth by addressing planned density.
3. Link neighborhoods, connect streets, sidewalks, and trails.
4. Integrate activity areas with surrounding neighborhoods.
5. Locate public and semipublic uses near high capacity transit stations in designated urban centers and activity centers.
6. Design for pedestrians and bicyclists.
7. Provide usable open spaces for the public.
8. Manage the supply of parking.
9. Promote the benefits of on-street parking.
10. Reduce and mitigate the effects of parking.

City of Redmond

Council will work with local agencies having an interest in developing designated urban centers, high capacity transit station areas, and compact communities to provide helpful descriptions of and guidance for the characteristics that contribute to successful compact communities. This work will include the development of guidance for population and employment densities for different types of centers and compact communities in the region. See discussion in Chapter 2.

Best Practices and Tools

Along with design considerations, research has shown that traditional land use planning tools, such as zoning and development regulations, may not sufficiently guide new development toward the objectives of the regional growth vision. Additional tools, such as regulatory reforms, financial incentives, and development strategies can leverage local planning to focus growth and support compact communities, and have the potential to make development inside targeted areas simpler and quicker, thereby making it more competitive to build in these locations. The region encourages the use of incentives to help develop designated urban centers and high capacity transit station areas. The region will investigate and promote different types of regulatory reforms and development strategies. Some of the more promising approaches are discussed in the adjoining side bars.

While reforms will help, finding revenues sufficient to provide the services and infrastructure necessary to serve new development remains a critical missing link in growth management planning. Financial incentives have the potential to assist communities to support the targeted growth. Specific incentives are discussed in the

BEST PRACTICES: INVESTIGATING REGULATORY REFORMS AND DEVELOPMENT STRATEGIES

Concurrency requires needed facilities and services either to be available at the time of development, or funding to be available to provide the facilities within six years. Jurisdictions can develop a strategic, sub-area approach to concurrency that would more effectively foster development in targeted locations.

Streamlining Local Review and Permitting Processes could make development simpler, quicker, and more cost-effective in targeted locations, such as in urban centers and station areas. Prioritizing the processing of permits for projects in an urban center would begin to provide competitive advantage.

Local Permitting could foster development that supports alternatives to driving alone by addressing density, design, and mixed-use in specific detail as part of the permitting process.

"Salmon-Friendly" Development Practices are now required in our region in response to the Endangered Species Act. Understanding where development should be limited, and promoting project design that minimizes impacts on habitat should also result in savings of time and money.

Benefit Assessment District programs take advantage of fees and taxes to pay for improvements by those landowners who specifically benefit from the improvements. These programs can provide the necessary funds to pay for infrastructure needed to promote desired development in specific areas.

Transfer of Development Rights programs allow owners of rural or potential open space land to sell their rights to build to landowners at other locations in urban areas, promoting development in centers and other compact communities, while preserving open space.

Interlocal Agreements and Memoranda of Understanding establish contracts between jurisdictions and agencies on how to address mutually agreed-upon topics, such as standards for capacity, design, or levels-of-service, helping jurisdictions to work together on many issues.

BEST PRACTICES: INVESTIGATING FINANCIAL INCENTIVES

Tax Increment Financing "captures" the additional property taxes generated by private development projects to finance the up-front public development costs. These funds could provide the necessary amenities to help spur development in targeted locations.

Tax Incentive Zones for Transit might include tax breaks for mixed-use developments in targeted locations, such as areas around transit stations and along transit corridors. Fostering development in these areas would provide access to transit to a greater number of people, thereby reducing the need for automotive use.

Multi-Family Tax Abatement programs encourage new multi-family housing by forgiving the property tax payments for a period of time. Extending this program to all designated urban centers, and possibly transit station areas, could foster housing development in these areas.

Location Efficient Mortgage Programs allow consumers to qualify for higher mortgages based on potential automotive cost savings realized through living in dense areas with transit service. Extending this program would allow a wider range of people to live in transit-supported neighborhoods, potentially increasing transit ridership.

Revenue Sharing programs allow communities to contribute a percentage of their taxes to a regional pool to fund mutually beneficial projects, or to redistribute funds to meet specified and locally-determined goals.

Land Value Taxation programs shift property tax assessments from improvements on the land (such as buildings) to the land itself. A targeted use of this tool could potentially decrease speculative holdings, thereby encouraging development of underutilized properties.

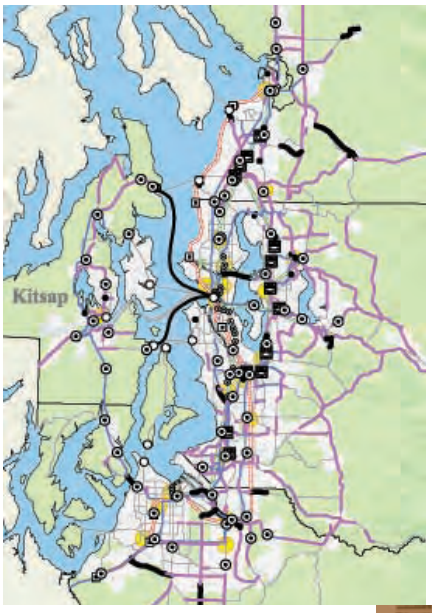
adjacent side bar. Together, the reforms and incentives can add effective tools to cities' growth management planning toolboxes. While the impact of some of these tools by themselves may be somewhat modest, the cumulative effect of implementing a package of several of these techniques in a targeted and strategic manner could greatly enhance a local jurisdiction's ability to guide and focus development in desired locations.

City of Tacoma

These growth strategies and initiatives focus on approaches to designing, encouraging, and financing the type of development and services that are desired to help create urban centers and compact communities. See the accompanying side bars for brief descriptions of financial development strategies. To help promote these strategies, the Regional Council will gather and distribute information as it relates to urban form and design, financial incentives for desired development, and other best practices and development strategies.

CHAPTER 5

implementation guidance and actions



Destination 2030 includes early actions (strategic investments in projects and programs prior to 2010) to increase travel alternatives, complete regional systems, address transportation choke points, and fund projects that are "ready to go." *Destination 2030* also plans for longer-term investments through the year 2030. It is recognized, however, that long-term investment needs are more uncertain and that projects and programs identified are subject to revision and update as more information becomes available. Lists of short and long-term planned Metropolitan Transportation System-level improvements are contained in Appendix 9. The MTS Improvement maps contained at the end of this chapter are illustrative of the MTS-level improvements listed in Appendix 9. These maps do not display projects contained on the supplemental project list, entitled "Supplemental *Destination 2030* Project List," which is comprised of other projects that were included in regional transportation modeling for air quality purposes.

The *Destination 2030* investment principles in Chapter 3 provide a general foundation for a rational allocation of funds to support the growth strategy as revenues become available to implement the plan. Ultimately, allocations will be based upon specific criteria that reflect other considerations as well, such as the "readiness" of projects to proceed, the immediate needs of the region, and the state of the transportation operating environment at the time of fund allocations. Funding criteria that reflect these factors, and the investment principles, will be developed and refined periodically in order to best implement regional policy through the allocation of regionally managed funds. Such a process is currently utilized as part of the Transportation Improvement Program (TIP). The Regional Council's existing policy framework for managing regional TEA-21 funds incorporates transportation, environmental and land use policy considerations, while articulating local, regional, and state responsibilities. In the future, corridor specific performance data, such as is provided through the Congestion Management System, will be used to help inform programming decisions.

Strategic projects and programs that complete elements of the transportation system, such as the core HOV system, a regional arterial network, well connected freight corridors, and links between designated Urban Centers, are part of a priority investment strategy.

Based on the understanding that there is a benefit from both optimizing the transportation systems we already have and, at times, altering our trip-making patterns, there is a region-wide need for multiple travel choices and for more comprehensive traveler information. Major new capacity investments are also needed and may require new forms of user financing. Yet, if user financing of transportation facilities is to be phased in over time, travel choices need to be available from the outset.

Completing Regional Roadway Systems

Destination 2030 recognizes that improvements and capacity enhancements are needed to improve mobility on the region's highway and regional arterial networks, especially in parts of the region where transit and other alternatives are lacking or aren't as feasible as they may be elsewhere. Roadways in the region serve multiple purposes, and accommodate different types of travel. The opportunity to improve conditions for pedestrians and bicycles should be considered during the initial planning and design phases of all new roadway projects and improvements, consistent with USDOT guidance.

City of SeaTac

The region's highest roadway priorities are safety projects, maintenance and preservation, and optimization of the existing roadway system. After these basic needs, the region's roadway priorities include projects that are ready to be implemented, complete missing links in the Metropolitan Transportation System, complete a well connected freight network, implement major transportation corridor studies, and support growth and development consistent with adopted Growth Management plans. It is particularly important that capacity expansion projects on roadways outside of the urban growth area be both consistent with local comprehensive plan policies that address the protection of open space and rural areas, and consistent with Multicounty Framework Policy RR-5. Roadway expansion in physically constrained corridors that have minimal space for future roadway widening should give consideration to adding an HOV lane before proposing general purpose lane expansion.

The Washington State Department of Transportation is in the process of updating Washington's Transportation Plan (WTP). A critical state owned component of the WTP is the State Highway System Plan (SHSP). The SHSP will be the guiding document for future state investments on state highways. Several significant decisions regarding state investments, financial responsibility, and future revenue forecasts have not been made in time to include in *Destination 2030*. Information about state investments in the following section has been developed in consultation with WSDOT and the guidance of the existing 1999 - 2018 State Highway System Plan. Future amendments to *Destination 2030* will reflect the new Washington Transportation Plan when it is adopted.

Maps 3 and 4 display roadway improvements to the MTS. The region's priorities for roadway system development include:

- Targeted projects that address severe points of congestion (choke points).
- Completion of the core High Occupancy Vehicle system.
- Completion of missing freeway links.
- Completion of a regional arterial network.
- Completion of a well-connected freight network (FAST corridor phase I).
- Projects on major corridors.
- Projects that connect designated urban centers.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

Early actions through 2010 include investments in both General Purpose and HOV road systems. The investments summarized below achieve:

- Accelerated I-5 corridor rehabilitation program, including lane configuration for through-lanes that will reduce weaving and related congestion.
- Accelerated region-wide seismic retrofit program.
- Significant enhancement of regional arterial networks.
- Major investment in the arterial HOV system.
- Completion of 125 lane miles of capacity enhancements, corridor improvements and key freeway system missing links, with projects on I-5, I-90, and I-405, SR 99, SR 520, SR 18, SR 16, SR 509, SR 522, and US 2. These projects also include 27 interchange, freeway-to-freeway connection and direct access projects, and a 12 percent overall increase in freeway lane miles. Construction of approximately an additional 167 Freeway HOV lane miles, for completion of the Core Freeway HOV system and other HOV missing links.
- Completion of 661 general purpose arterial lane miles and 82 HOV arterial lane miles, including projects on: SR 104, SR 167, SR 202, and SR 900.
- Implementation of early actions from the TransLake study.
- Implementation of early actions from the I-405 study.
- Implementation of HOV priority treatments
- 185 intersection improvement projects

TABLE 3. Ten Year Roadway Improvements

	1998 BASE (EST.)	NEW (2000-2010)	2010 TOTAL	% INCREASE
Arterial General Purpose Lane Miles	9,249	661	9,910	7%
Arterial HOV Lane Miles	1	82	83	8,200%
Freeway General Purpose Lane Miles	2,034	125	2,159	6%
Freeway HOV Lane Miles	162	167	329	103%
Total Lane Miles	11,446	1035	12,481	9%

Note: 1998 estimate based on the road network included in the regional travel demand model.

LONG-RANGE INVESTMENTS (2011 TO 2030)

General Purpose and HOV lane improvements continue during the 2011-2030 planning horizon. Among the more visible investments will be the completion of the improvements recommended in the I-405 and Translake (SR 520) corridor studies. While the core HOV system will be complete by 2010, other HOV lanes will be built on arterials and freeways around the region to meet growing demands. Additional capacity linking the region with other parts of the state will occur on Interstates 5 and 90, US Highway 2, and State Route 16. Most State Routes in the region will have segments widened and expanded during this planning horizon.

TABLE 4. Long-Range Roadway Improvements

	2010 SYSTEM	NEW (2011-2030)	2030 TOTAL	% INCREASE
Arterial General Purpose Lane Miles	9,910	560	10,470	6%
Arterial HOV Lane Miles	83	11	94	13%
Freeway General Purpose Lane Miles	2,159	254	2,413	12%
Freeway HOV Lane Miles	329	176	505	53%
Total Lane Miles	12,481	1,001	13,482	8%

Investing in Vehicle Trip Reduction Programs

Destination 2030 carries forward strategies and accompanying actions recommended by the Regional Transportation Demand Management Action Committee in summer 2000. These strategies were developed to implement or enhance programs outlined in the *Regional TDM Action Strategy* adopted in 1998. They call on the region and state to invest in programs that promote the use of alternatives to drive-alone travel — alternatives such as transit, carpools, vanpools, walking, biking, and telecommunications.

Vehicle trip reduction strategies are inherent in other aspects of *Destination 2030*. Therefore, it should be noted that the intent here is to complement and not duplicate initiatives and strategies recommended in the sections that address growth management, transportation finance, transit and non-motorized transportation.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

The first priority for vehicle trip reduction programs is to maintain current programs that are viable and effective. The following strategies are the priorities for new or enhanced vehicle trip reduction programs. These strategies, and the actions put forth to help implement them, are intended for early action and continued implementation over the next 30 years.

Tax Credits. Establish and further explore potential tax credits and other financial incentives that can fund 10 percent or more of employer commute trip reduction program costs.

- Re-establish and expand the state's business and occupation (B & O) or utility tax credit for commute trip reduction activities of all employers.
- Encourage cities and counties to establish employer tax credits where they don't already exist and to expand existing credits.
- Examine potential programs that could support implementing or increasing average public match for employers that implement parking cash-out programs. Parking cash-out is an employee option to receive cash in lieu of subsidized parking space.

Partnerships. Create public-private partnerships to fund start-up of vehicle trip reduction incentive programs.

- Provide public match funding to employers and lessors of business or residential property to implement employee/lessee incentive programs such as FlexPass, parking cash-out, and other innovative and promising new strategies. FlexPass is a comprehensive transportation pass that can be used for transit, vanpool, parking and other transportation benefits.
- Explore potential incentives that could be developed for the freight industry to shift truck trips to utilize available road capacity in off-peak periods.

Technical Assistance. Expand technical assistance efforts to employers and other implementing organizations to enhance vehicle trip reduction programs.

- Expand vehicle trip reduction services beyond employers affected by the CTR law by providing assistance to non-affected employers, employer groups and special-event sponsors.
- Expand use of variable work options by providing technical assistance to employers to overcome barriers and implement effective programs. Variable work options include telework (working at home or alternate site on full- or part-time basis), flextime (variations on the standard 8-to-5 work day), compressed schedule (full-time work compressed into fewer than five days a week), and multiple shifts (workforce divided into groups working at different times of the day and/or week).
- Supplement the ridematching efforts of employee transportation coordinators by providing active, customized ridematching services such as carpools/vanpool formation, call-backs to potential participants, and on-site ridematching assistance for large-scale employee relocations.

Vanpool Expansion. Expand the use of public and private vanpooling to at least double its current share of the region's travel.

- Actively promote vanpool programs to new and emerging markets. Provide funds to actively market regionally coordinated vanpool services, including formation of vanpool groups and incentive programs such as reduced initial fares.
- Fund the capital purchase of vans and program administration for an expanded public vanpool fleet, reduce barriers to program expansion, and seek to reduce costs to operators and their customers.

Education and Promotion. Support the region's vehicle trip reduction programs through education, promotion and marketing.

- Significantly increase the use of information and entertainment media to inform the general public about vehicle trip reduction concepts and to promote vehicle trip reduction options and programs.
- Develop consumer-friendly information and materials that could be incorporated into existing school programs regarding transportation efficiencies and opportunities and the impacts of individual travel choices.

Innovation. Examine and support demonstrations of emerging and promising new vehicle trip reduction strategies, such as:

- Car sharing that allows individuals and businesses to have the benefits of auto use without the fixed costs of auto ownership, through shared access to vehicles.
- Proximate commuting that can shift employees to work locations nearer their homes.
- Innovative rewards programs that provide premiums directly to individuals who use transit or other non-SOV options. Examples include air-mile awards, low-interest auto loans for vehicles used to carpool or vanpool, and the potential for discounts on auto insurance and gasoline.

LONG-RANGE INVESTMENTS (2011 TO 2030)

Ideally, the programs outlined in the Ten-Year Investment Program would be fully implemented within the first 10 years and maintained at the level needed during the following 20 years. However, other forces such as the phasing of transit improvements and changing land-use patterns will influence the type and location of vehicle trip reduction programs beyond 2010.

The timing and method of implementing *Destination 2030's* long-range vehicle trip reduction strategy relies on four factors: 1) providing adequate alternatives to drive-alone travel, 2) increasing the level of program investment, 3) changing the land-use environment to reduce auto dependency, and 4) implementation of a comprehensive monitoring program.

Adequate Alternatives to Drive-Alone Travel. Vehicle trip reduction programs cannot be optimized if travelers don't have options to driving their cars. Vehicle trip reduction programs both support and take advantage of the region's investments in alternatives to driving alone. Over the next thirty years, the largest such investments will be in regional and local transit service and high-occupancy vehicle lanes. As transit service increases and HOV segments are completed, new opportunities for vehicle trip reduction programs can maximize the effectiveness of these investments. The region needs to be in a position to provide such programs when and where they are needed.

Increased Level of Investment. Vehicle trip reduction programs are a key component of Destination 2030. They are heavily relied on as a means to meet the region's growing transportation needs far into the future, yet their share of the region's transportation investment has been small.

Land Use Patterns. Chapter 4 described that local and regional plans call for new development and redevelopment to utilize designs that can be well served by transit and are pedestrian and bicycle friendly. Gradual land use changes will reduce the degree of a community's auto-dependency, and help the region to focus where and when vehicle trip reduction programs will be most effective.

Monitoring. Evaluation of vehicle trip reduction programs and their impacts is an important part of both the 10-year and the long-range components of *Destination 2030*. Even more important is the monitoring of the transportation system as a whole. Vehicle trip reduction strategies can be the region's first line of defense in areas where increasing vehicle travel creates new mobility problems or compounds existing ones.

Developing Traveler Information and Management Technology

The optimization of our existing transportation system is identified as one of the highest priorities in *Destination 2030*. Transportation system management (TSM) strategies are meant to optimize the efficiency and effectiveness of our multimodal transportation system by managing congestion, increasing reliability and providing convenient connections for people and goods. One of the key ways the existing system can be optimized is through the implementation of traveler information and management technology, often referred to as Intelligent Transportation Systems (ITS).

There is growing local and national research that shows how improved management and operation of existing transportation systems using ITS can support the long range vision of the region by significantly improving system capacity, safety, and efficiency. The technologies (improved processors and communications) and mechanisms (the national ITS architecture, emerging open standards, and the formation of groups to perform regional coordination) now exist so that ITS projects can be developed, evaluated and implemented across the

region in a coordinated fashion to maximize their benefit to the region. Map 5 and 6 display planned ITS improvements to the MTS for the 2001-2010, and 2011-2030 plan periods. The recommended regional ITS strategies include the following:

- Focus ITS implementation at the corridor and regional level.
- Implement ITS as a part of the first phases of projects.
- Consider implementing ITS applications and operational improvements as a lower cost option for easing congestion and maximizing efficiency in congested corridors.
- Emphasize long-term funding of operational support for transportation system management and monitoring.
- Better integrate transportation system across modes and between agencies using ITS.
- Maximize efficiency and safety by making real-time and archived system performance information easily available.
- Use information and recommendations provided in the Regional ITS Integration Strategy to help guide future development of Intelligent Transportation Systems.
- Adhere to developed Regional ITS Architecture, and when installing new systems or when it is otherwise possible, open technology standards.
- Work to assure that data and resulting information is operable with ITS applications outside of the region.

WSDOT Traffic Control Center

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

Arterial Management. The efficiency of the arterial system will be improved for multiple modes by updating, interconnecting and re-timing traffic signals, establishing signal priority for transit and installing devices to detect and verify incidents.

- Arterial management systems, including transit signal priority, will be implemented on roughly 200 miles of the metropolitan transportation system in Snohomish and King Counties.
- In Pierce County, transit signal priority will be implemented along roughly 50 miles of Metropolitan Transportation System corridors.

These improvements will increase vehicle throughput, reduce delay and increase dependability for transit and automobiles.

Freeway Management. Continued expansion of the freeway management system as part of construction projects on I-5, I-90, I-405, SR 16, SR 167, SR 520, SR 522, as well as on the important arterial link SR 104, will include:

- Metering of freeway ramps in congested locations.
- Installation of dynamic message signs for traveler information and cameras to detect and verify incidents.
- This will result in 100 additional miles of freeway being served by the region's existing freeway manage-

ment systems. Expansion of this already successful system will result in improved safety, reduced travel time and delay, and increased throughput and flow.

Transit Operations. Transit operations will be improved by implementing technology applications that "improve the comfort, convenience, safety, and reliability of transit service, while reducing operating expenses, environmental impacts, and reliance on single-occupancy vehicles" (Regional Transit Technology Plan, Sound Transit). Applications will include:

- Coordinating fare collection by implementing the Regional Fare Coordination Project.
- Connecting inter-county bus routes through Regional Automated Trip Planning project.
- Improving vehicle location and identification through the development and implementation of new vehicle tracking technologies.
- Providing better safety monitoring by installing closed-circuit cameras on buses and at park-and-rides.
- Projects that continue to improve transit information available to travelers at transit stations and over the Internet.

Information exchange and integration. Agencies will take advantage of the information available from newly implemented and existing ITS applications. They will provide the information to internal operations, other agencies, travelers and freight operators so that travel decisions can be made as efficiently as possible based on the developed Regional ITS Architecture.

LONG-RANGE INVESTMENTS (2011 TO 2030)

Arterial Management. The efficiency of the arterial system would continue to improve by expanding the system that was put in place during the first ten years. Continued improvements in available technologies and the increased availability of systems that use open technology standards will decrease the costs of adding new systems and integrating the system regionally.

- Arterial system management will be implemented on the metropolitan transportation system (MTS) arterial network in the urban area. This would result in the addition of an estimated 550 centerline miles of roadway to the regional arterial management system. Implementation would be phased to focus on the facilities where implementation can show the greatest benefit by reducing delay and improving dependability.
- Implement transit signal priority (TSP) on the MTS arterial network in the urban area where transit headways are 15 minutes or less. It is estimated that this would result in 200 additional miles of roadway having TSP in the region. Implementation would be phased to focus on the facilities where implementation can show the greatest benefit by improving on-time performance and reducing service hours needed to provide existing service levels.

Freeway Management. Implementation of freeway management will continue as part of freeway construction projects. Freeway management will benefit from many of the same technology and standard improvements that will benefit arterial management. Freeway management projects will be implemented as part of construction projects on I-5, SR 3, SR 16. SR 512, SR 18 and US 2.

Transit Operations. Transit agencies will continue to implement technologies that improve efficiency and customer service. These will include:

- Increased use of transit vehicles equipped with integrated on-board systems that include computer aided dispatch and automated vehicle location.

- Increased use of advanced hybrid transit vehicles that produce less harmful emissions and provide power-train performance information to maintenance bases.
- Expansion of regional fare integration project to all transit agencies, other transportation service providers and the private sector.
- Continued improvement in safety monitoring at park-and-rides and on transit vehicles.

Sound Transit is also developing the Sound Transit Regional Transit Technology Plan. Because of Sound Transit's unique operating arrangement with the region's other transit agencies, this work will produce a high-level composite plan that will provide direction for investments in transit technology for all of the region's transit agencies.

Sound Transit is also developing the Alternative Transit Technology Assessment Study that will compare different technologies using an agreed upon set of criteria. This study will help guide potential advanced technologies that Sound Transit will consider for implementation in future phases of the Sound Move plan.

Information Exchange and Integration. The development of an integrated regional ITS will allow more and more information from freeway, arterial, transit and freight management systems to be available to travelers, freight operators, emergency management, incident management, transportation professionals (including operations personnel and planners) and private information service providers. This integrated system will be guided by the Regional ITS Architecture and be made possible through the use of the following:

- Emerging open technology standards.
- The establishment of direct fiber links from management centers to a regional communications network and its associated hardware.
- The development of software systems to allow existing and future ITS systems to communicate and archive data.

Expanding Transit Services In Strong Existing and Future Markets

The region's aggressive, long-range growth management and transportation goals depend heavily on providing more and better public transit services over the next 30 years. Meeting this goal will also require better access to transit services. Moving from a region that is largely auto-dependent to a region where numerous travel options are available and attractive will take a dramatic shift in how we invest in public transportation. A major step in that direction will be the construction and operation of Sound Transit's regional high capacity transit system. In addition, numerous service changes and facility improvements are planned by local transit operators and the Washington State Ferry system to provide better local service and to support the regional high capacity system. Making sure that all of these new investments in transit facilities and services are working toward the region's long-range land use and transportation objectives will require a considerable amount of coordination. The *Destination 2030* strategy for transit will help to provide a framework for guiding that coordination.

City of Auburn Commuter Rail Station

Destination 2030 recognizes that transit operations are influenced by a number of variables that are not within direct control of transit

City of Renton Transit Center

agencies, such as land use patterns, pedestrian accessibility, roadway connections, HOV availability, auto parking costs and supply, and other travel costs. These factors can have an enormous impact on transit operations and use. Transit-oriented development in the vicinity of transit stations is included in the *Destination 2030* program because of the potential impact it could have on the future success of the regional high capacity transit investment.

The Puget Sound Regional Council conducted an analysis of potential growth in transit markets to estimate demand for transit service increases in the future. The analysis was based on the philosophy that future service increases should be focused in locations that will best support productive routes and optimize local service delivery. The results of this analysis are reflected in the policy direction and specific recommendations described within this section. A report containing a more complete description and maps of the analysis, including methodology and process, will be available from the Regional Council in Winter 2001.

Maps 7 and 8 display regional transit improvements to the MTS. *Destination 2030* provides the following regional direction for significantly improving local and regional transit services over the 30-year plan horizon:

- Promote convenient transfers between transit and other travel modes, including ferries.
- Develop a complete and interconnected system of HOV lanes for transit travel.
- Encourage land use patterns that support transit use.
- Support vehicle trip reduction to encourage transit use.
- Develop a high capacity transit system along congested corridors that connect centers.
- Establish regional guidance for high capacity transit station area planning.
- Promote local transit services that feed the high capacity system and serve local needs.
- Refine a framework to guide long-range local and regional transit service planning based on the philosophy that new service should be focused in locations that will best support productive routes and that will optimize local transit service delivery.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

Local Bus Transit Services and Facilities. Expanded local transit service included in *Destination 2030* begins with the full implementation of local transit development plans. The Action Strategy for local transit service is to increase region-wide fixed-route service levels 40 percent and demand response service levels 30 percent over what exists today. The increase in fixed-route service represents a 3.4 percent annualized increase

between 2000 and 2010. These local services are needed in the first ten years of the plan to support local comprehensive plans and planned high capacity transit investments.

Intermediate Capacity Transit (ICT). The city of Seattle is reviewing transit solutions in two of six possible corridors that would provide greater passenger-carrying capacity and greater reliability than buses operating in mixed traffic. The specific transit technologies for Intermediate Capacity Transit (ICT) have not been determined. The priority ICT corridors for inclusion in the Action Strategy would link Ballard with West Seattle through Downtown Seattle.

When ICT projects and investments are defined and are found to meet the definition of regional High Capacity Transit contained in Appendix 4, the transit component of the MTS will be amended to include Seattle ICT services and facilities.

In November 2000, City of Seattle voters approved Proposition No. 2 to carry forward the purpose and intent of previously approved Initiative 41. This measure required the City to provide $6,000,000 to fund the operation of the Elevated Transportation Company, which will prepare a monorail funding and construction plan. Concurrent with evaluation of Intermediate Capacity Transit options, the Elevated Transportation Company is carrying out this direction for the development of a monorail plan for the City of Seattle.

High Capacity Transit. Early actions through 2010 include building and operating Sound Transit's adopted Ten-Year Regional Transit System Plan (commonly referred to as the Sound Move, or phase I plan) approved by voters in November 1996. Due to changes in engineering estimates developed at the end of 2000 that substantially exceeded the 1996 planning estimates, Sound Transit is reviewing alternatives to modify and reduce costs for the phase I proposal. The light rail extension from University District to Northgate is included in phase I yet remains unfunded. This phase of the regional transit system represents a mix of transit technologies (bus, commuter rail, light rail) that are applied based on specific corridor needs.

Sounder Commuter Rail

- LINK Light Rail. The phase I light rail system includes two segments: 1) Northgate to SeaTac Airport, and 2) Tacoma Dome to the Theater District through downtown Tacoma. Light rail between Northgate and SeaTac runs 26 miles and serves 25 stations. The Tacoma LINK segment runs 1.5 miles with 5 stations in downtown Tacoma. Transit stations for both segments will provide connections to bus, car, pedestrian, and bike access.

- Sounder Commuter Rail. The phase I commuter rail system runs between Lakewood and downtown Everett along 81 miles of existing track and serves 13 stations. Service south of Downtown Seattle began operation in the fall of 2000 and is not part of the ten-year investment strategy. Ten-year operational goals include 18 trains a day providing bi-directional service every thirty minutes during peak travel periods. Seven of the designated Urban Centers are connected by commuter rail service and connections are made to the LINK light rail network at Tukwila and Tacoma. Initial service between Tacoma and Seattle with stops in Auburn and Sumner started in Fall 2000.

- Regional Express Bus Service. The phase I program of regional bus services will include 18 regional express bus routes operating in highly congested corridors that are not initially served by light rail or commuter rail. Nine of the 18 routes began operating in September 1999, and four additional routes were added in 2000. By 2010 Express Bus service will operate 15-minute headways linking major urban

centers. Regional transit funding will also contribute toward completing the "HOV expressway" which will eventually include over 100 miles of continuous freeway HOV lanes.

- Community Connections. A total of 33 other transit improvements called "community connections" include transit centers/stations, freeway flyer stops, HOV enhancements, park-and-ride lots, and system and demand management programs. These facilities and programs would be implemented throughout the region to support easy connections between regional transit, local transit and other travel modes.

- Ferry Service. See the separate Expanding Auto and Passenger Ferry Service section later in this chapter for short- range improvements included in *Destination 2030*.

Regionwide Park-and-Ride Expansion. The WSDOT Office of Urban Mobility conducted a long-term park-and-ride analysis with participation from each of the transit agencies in the region. Only park-and-ride lots in this study that have undergone environmental analysis and are included in an adopted plan will be considered as "approved" projects in *Destination 2030*. Others will be included as "candidate" projects until further study is conducted. The study estimated the 2000-2010 demand to be 18,360 additional stalls — an approximately 75 percent increase over what exists today. WSDOT will seek partnerships with local agencies and transit providers for the funding of future park and ride lot improvements, including:

- 570 new park-and-ride stalls in Kitsap County
- 4,185 new park-and-ride stalls in Pierce County
- 5,515 new park-and-ride stalls in Snohomish County
- 8,090 new park-and-ride stalls in King County

City of Renton

LONG-RANGE INVESTMENTS (2011 TO 2030)

Local Transit Service and Facilities. The long-range local transit strategy is to increase fixed-route service by 80 percent and demand response by 65 percent of levels that exist today. Local bus service will be significantly restructured from the way it operates today to reflect a substantial increase in regional express (rail and bus) service. A number of duplicative local bus routes will be eliminated and others truncated to serve as feeder routes to regional services as more high capacity transit services come on-line.

Intermediate Capacity Transit. Additional corridors in the city of Seattle will be served with some form of Intermediate Capacity Transit with the specific technology to be determined. These corridors include:

- Aurora/Greenwood/Downtown Seattle
- Ballard/Northgate/Lake City
- Ballard/Fremont/University District
- Downtown and Environs
- West Seattle: Admiral/Fauntleroy

High Capacity Transit. Sound Transit's Long-Range Vision Plan describes a 30 year high capacity transportation (HCT) system that provides goals, policies, and strategies to guide the development of the regional transit system during each implementation phase. Phase II investments will build on the improvements identified in the phase I program, and will include a mix of commuter rail, express bus services and facilities, light rail and/or other high capacity transit technologies, and other associated transit improvements that tie local/regional transit services to each other and other travel modes. Sound Transit has not yet identified specific high capacity transit technology for its phase II service, nor has it identified actual locations of phase II alignments and stations. If there are significant changes to the scope of long-range high capacity transit service that has been identified in the Long-Range Vision Plan, the Regional Council will request that the project sponsor pursue an amendment to *Destination 2030*.

- Potential HCT Extensions. Approximately 100 miles of new high capacity transit service and facilities are planned beyond the phase I program. The specific technology and actual location of alignments and stations have not been identified but general markets that would be served with frequent, high speed, high capacity service include:

  - Northgate to Everett Multimodal Terminal via I-5 corridor
  - Downtown Seattle to Redmond CBD via I-90 through Bellevue
  - SeaTac CBD (S 200th) to Tacoma Dome via SR 99
  - Lynnwood to SeaTac Airport via I-405
  - South Bellevue to Issaquah via I-90
  - Downtown Seattle to University District via Seattle Center/ Ballard
  - Seattle to Bellevue on SR 520

- Sounder Commuter Rail. Additional commuter rail stations will be constructed to support future markets as needed, including potential stations in Ballard, Shoreline and Georgetown. Service hours will be expanded beyond the peak commute periods, with increased frequencies. A commuter rail extension between Lakewood and Dupont in Pierce County and other commuter rail extensions will be evaluated.

- Regional Express Bus Service. The long-range vision includes a regional network of express bus routes operating on an expanded HOV expressway system. Direct HOV access ramps are planned along these travel corridors, as well as other transit improvements that tie local and regional transit services together, including new transit centers/stations, park-and-ride lots, and system and demand management programs.

- Ferry Service. See the separate Expanding Auto and Passenger Ferry Service section in this chapter for long-range improvements included in *Destination 2030*.

Park-and-Ride Expansion. Top priority will be given to maintain the approximately 43,450 park-and-ride stalls that will exist in the region after the year 2010. The estimated demand out to 2030 is for an additional 25,850 stalls beyond those recommended in the 10 year action strategy. By 2030 park-and-ride capacity will be increased by 175 percent over today, totaling 69,290 stalls. Below is a breakdown of the added park-and-ride capacity by county:

- 5,950 new park-and-ride stalls in Kitsap County
- 5,400 new park-and-ride stalls in Pierce County
- 6,900 new park-and-ride stalls in Snohomish County
- 7,600 new park-and-ride stalls in King County

Bremerton Transportation Center

Expanding Auto and Passenger Ferry Service

Washington State Ferries are an important element of the central Puget Sound transportation system. Ferries provide basic transportation for thousands of commuters each day and contribute to the economic vitality of both the state and the communities they serve. *Destination 2030* incorporates the *Washington State Ferries Systems Plan for 1999-2018* with a focus on early actions to begin implementation. Passenger and Auto ferry services are high quality personal mobility services linking communities to the east and west of Puget Sound. Passenger and Auto ferry services support the region's land use and transportation objectives by providing effective transportation services that reduce travelers' dependence upon personal vehicle use, reduce vehicle delay due to congestion on the region's roadways. Passenger and Auto ferry services also support the greater utilization of local transit services to and from ferry terminals. The region will promote integration of ferry services and facilities with other modes of transportation, including non-motorized, and local and regional transit. Other non-state operated passenger ferry services, such as water taxis, will be further evaluated to determine what role they may play in the regional transportation system.

Planning for an expanded ferry system to meet anticipated future demand has taken place in a dynamic, highly changeable environment. The state and region are currently reviewing factors relating to the funding and operation of ferry services in the future.

Destination 2030 contains identified capital investments, including terminal expansions and upgrades, park-and-ride facilities, and vessel replacement and expansions. The plan calls for nine replacement passenger-only vessels, six new passenger-only vessels, ten replacement auto-ferries, and two new capacity auto-ferries. New terminals are proposed at Edmonds and Mukilteo. Major improvements are planned for Colman Dock in Seattle. Service improvements will result in an increase of 13 percent in the vehicle capacity of the WSF system, and a 24 percent increase in its passenger capacity. Maps 7 and 8 display passenger-only ferry improvements to the MTS.

Kayak Point, Snohomish County

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

Early actions include capital and operational support of both passenger-only and car-ferry routes in the central Puget Sound region:

Terminal Expansion

- Bremerton Passenger-Only Expansion
- Kingston Passenger-Only Terminal Expansion
- Kingston Terminal Expansion
- Southworth Passenger-Only Terminal Expansion
- Southworth Terminal Expansion
- Vashon Passenger-Only Expansion
- Mukilteo Terminal Relocation and Expansion

Vessel Capacity Expansion

- 6 new passenger ferry vessels
- New Kingston - Seattle passenger-only service
- New Southworth - Seattle passenger-only service

LONG-RANGE INVESTMENTS (2011 TO 2030)

Long-range planned investments include replacement and addition of both passenger-only and car-ferries, ferry terminal expansion, and additional service improvements. Planned improvements for the 2010-2018 time period include:

Terminal Expansion

- Bainbridge Island Terminal Expansion
- Edmonds Terminal Relocation and Expansion
- Tahlequah Terminal Expansion
- Vashon Terminal Expansion
- Point Defiance Terminal Expansion
- Seattle Passenger-Only Terminal Expansion
- Seattle Terminal Expansion

Vessel Capacity Expansion

- 2 new auto ferry vessels

Investing in Non-motorized Transportation

To provide for non-motorized mobility, the region should respond to recent Federal Highway Administration direction that identifies bicycle and pedestrian facilities as crucial components of all future transportation improvements. (See USDOT FWHA *Design Guidance — Accommodating Bicycle and Pedestrian Travel: A Recommended Approach*, 2000). The U.S. Department of Transportation has set a national goal that by 2010 bike and walk trips will comprise 15% of all trips. A regionally-integrated network of non-motorized facilities

linking bicycle and pedestrian infrastructure within urban places, and connecting these facilities to regional transit services will help to achieve this goal in the central Puget Sound region.

Priority investments are those that complete the non-motorized system by filling gaps in the existing network, creating connections to, and within, Urban Centers, and developing inter-modal connections. For additional recommendations and guidance for non-motorized system improvements, please see the *Non-motorized Action Strategy for the Central Puget Sound Region*. This working paper is in development, and will be available from the Regional Council in Winter 2001. Maps 9 and 10 display non-motorized transportation improvements to the MTS.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

The ten-year investment program consists of filling gaps that have been identified in the existing non-motorized network, creating safe bicycle and pedestrian connections within, to and between the most developed designated Urban Centers, creating safe access to Sound Transit's existing and planned Phase 1 high capacity transit station areas, and building projects with the highest level of local commitment. The most developed Urban Centers are Bellevue, Bremerton, Capitol Hill/First Hill, Everett, Kent, Northgate, Redmond, Renton, Seattle Center, Seattle Downtown, Tacoma Downtown and University District.


City of Bainbridge Island

Shared Use Bicycle/Pedestrian Paths and Bicycle Lanes. In total the early action strategy is comprised of just over 800 miles of new regionally significant paths and bikeways, including:

- 529 miles of off-road shared use bicycle/pedestrian paths
- 286 miles of on-road bicycle lanes

Commuter Bicycle Stations. The early action strategy includes six commuter bicycle stations at the following locations: Overlake Transit Center in Redmond, the Montlake flyer stop on SR 520, the Everett Multimodal Station, the downtown Bellevue Transit Center, the Tacoma Dome Station, and at the King Street Station in the Seattle CBD.

Pedestrian Improvement Zones. Pedestrian improvement zones included in the 2000-2010 action strategy are:

- Within the boundaries and a mile radius (a ten-minute walk) of the urban centers of: Bellevue, Bremerton, Capitol Hill/First Hill, Everett, Kent, Northgate, Redmond, Renton, Seattle Center, Seattle Downtown, Tacoma Downtown and University District.
- Within a mile radius of existing transit centers, ferry terminals, and Phase 1 Sound Transit stations. Pedestrian zones are identified at 15 other planned transit stations that are served by regional express bus serrvice, including: Marysville, South Everett (Mall), Redmond, Overlake, Pacific Street Station, Bainbridge Island Intermodal, Newcastle, Issaquah, Mill Creek, Des Moines, Totem Lake, East Bremerton, West Bremerton, West Seattle Junction, and Southcenter Mall.

LONG-RANGE INVESTMENTS (2011 TO 2030)

Investments in the 2011-2030 time frame focus on creating safe bicycle and pedestrian connections to future Sound Transit high capacity transit stations and other long-term future planned regional transit stations, as

well as within, to and between the remaining designated urban centers. These remaining designated centers include Canyon Park, Federal Way, Lakewood, Lynnwood, Puyallup Downtown, SeaTac, South Hill Mall, Tacoma Mall and Tukwila. The intent of these investments is to make regional connections between all 21 urban centers and also to spur more walking and bicycling between urban centers and adjacent neighborhoods, employment sites and retail services.

Shared Use Bicycle/Pedestrian Paths and Bicycle Lanes. In addition to the improvements identified in the first ten years, the 2010-2030 investment identifies 1,200 miles of new paths and bikeways. These projects include both regionally significant and local projects. Only regionally significant projects would be eligible for regional funds.

- 255 miles of off-road shared multi-use trails
- 945 miles of on-road bike lanes

Pedestrian Improvement Zones. Pedestrian improvement zones included in the investment strategy are:

- Within the boundaries of the designated urban centers of: Canyon Park, Federal Way, Lakewood, Lynnwood, Puyallup Downtown, SeaTac, South Hill Mall, Tacoma Mall and Tukwila.
- Within $^{1}/_{2}$ mile radius (a ten-minute walk) of the above urban centers and Phase 2 Sound Transit High Capacity Transit Stations.

Investing in Freight Mobility

Freight mobility investments include both infrastructure and operational improvements. Infrastructure improvements are grouped into four categories: *Corridor Improvements* that complete existing and new freeway or arterial networks and their connections; *Truck Priority/Truck Geometrics* projects that address specific needs of truck freight operators and how roadways are designed to accommodate their equipment; *Intermodal and Multimodal Infrastructure* projects that address the connections between freight modes, such as rail, truck, and ferries; and *Information Infrastructure* projects that provide information to freight carriers and operators, freight handling facilities, and to governmental entities to expedite the efficient movement of freight.

The region has committed to a FAST Corridor program to address immediate freight needs. An initial set of freight-related projects, known as "FAST Corridor phase I," were identified by a public/private partnership as strategic investments in the region's transportation system to

Port of Seattle

improve port access and fix rail/highway conflicts along the I-5 corridor from Tacoma to Everett. *Destination 2030* continues to support a public and private partnership that will fund and complete the Freight Action Strategy (FAST) Corridor phase I projects. In addition, *Destination 2030* includes a commitment to incorporate the recommended FAST Corridor phase II projects as they are identified and found consistent with *Destination 2030*.

Freight mobility is clearly dependent upon the improvement and coordination of multiple transportation modes. The improvements listed in other parts of this chapter will have both direct and indirect benefits for freight mobility. Specific infrastructure improvements used directly by freight operators are described in the Air cargo, Rail, and Ferry sections of this chapter. Many freight-related improvements are the responsibility of, and implemented by, private entities such as railroads and shippers.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

The region has a goal to complete all identified Freight Action Strategy (FAST) Corridor Phase I grade separation and port access projects by 2004. Grade separation projects aim to minimize conflict between rail freight movement and general purpose traffic in highly congested urban areas. FAST Corridor Phase I includes 15 grade separation and port access projects at:

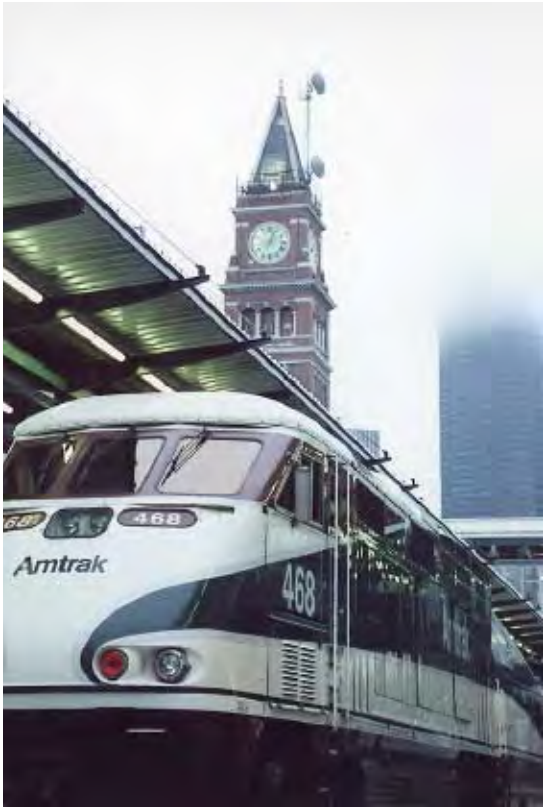
City of Shoreline

- California St., Port of Everett
- East Marine View Drive, City of Everett
- Riverfront Parkway, City of Everett
- Spokane Street, City of Seattle
- Royal Brougham/SR 519, City of Seattle
- East Marginal Way, City of Seattle
- S. 180th Street, City of Tukwila
- S. 277th Street, Cities of Auburn and Kent
- 3rd Street SW/BNSF, City of Auburn
- 8th Street/BNSF, Pierce County
- Shaw Road Extension, Pierce County
- Canyon Road Extension, Pierce County
- D Street, City of Tacoma
- Port of Tacoma Road, Port of Tacoma
- SR 167, City of Tacoma

In addition, the region is finalizing phase II of the FAST Corridor program, also known as "FAST Trucks." This phase will attempt to improve surface street access to multi-modal freight facilities. The following illustrative list describes projects that have been preliminarily identified as appropriate for phase II of the FAST Corridor program.

- 'M' Street/Stampede Line, City of Auburn
- 212th Street/BNSF, City of Kent
- 212th Street/UP, City of Kent

King Street Station, City of Seattle



- Willis Street/BNSF, City of Kent
- Willis Street/UP, City of Kent
- 8th Street/UP, City of Pacific
- Broad Street, City of Seattle
- Lander or Holgate Street, City of Seattle
- Puyallup Street/BNSF, City of Sumner

LONG-RANGE INVESTMENTS (2011 TO 2030)

The region will address long term freight mobility needs through continued investments in both infrastructure and operational improvements. As described in the 2001 - 2010 Action Strategy, infrastructure improvements include corridor improvements, truck priority and truck geometrics projects, intermodal and multi-modal infrastructure projects, and information infrastructure projects. All of these project types will continue to be important for regional freight mobility in the 2011 - 2030 plan period. Destination 2030 includes a commitment to incorporate additional freight mobility projects and programs through future plan amendments as they are identified and found consistent with Destination 2030.

Supporting the Intercity Rail Program

Washington State is committed to incremental improvements to the intercity rail passenger service provided by Amtrak along the Pacific Northwest Rail Corridor over the next 20 years. The objective is to provide safer, faster, more frequent and reliable north-south passenger rail service through western Washington. By 2018 passenger rail service provided by Amtrak Cascade is planned to include 13 trains per day between Seattle and Portland, and four trains per day between Vancouver, B.C. and Seattle (two of which continue to Portland). Travel time between Seattle and Portland will be approximately 2.5 hours and travel times between Vancouver, B.C. and Seattle will be just under 3 hours. These travel times reflect between a 25 percent and 30 percent reduction in travel time compared to 1999. The plan to increase service frequency and improve train speeds requires a number of capital investments in train station facilities, new train equipment, existing tracks owned by Burlington Northern Santa Fe, and in improved track crossings and signalization.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

The region will pursue intercity passenger rail improvements as detailed in the revised Washington State 1998-2018 Intercity Passenger Rail Plan. Amtrak Cascade improvements within the region include:

- South Tacoma crossovers. These crossovers will allow for passenger trains to move around slower freight trains near the Tacoma Narrows.
- Point Defiance Bypass. Improvements to the rail line on the west side of I-5 through Fort Lewis will reduce rail passenger travel times between Seattle and Portland by 15 to 17 minutes.
- Black River Junction and Auburn sidings. In conjunction with Sound Transit, additional sidings will be added to accommodate the reliable movement of passenger, commuter, and freight trains.
- Everett yard tracks and sidings. Additional tracks in Everett will allow for the more fluid movement of freight and passenger trains.

- Ballard double tracking and crossovers. In conjunction with Sound Transit, an additional mainline track and double crossover will be added to increase line capacity and improve schedule reliability.
- Track upgrades and signal system improvements, Everett – north. New mainline tracks and signal system improvements will be made to reduce rail passenger travel times between Seattle and Vancouver, B.C.
- Station improvements. In conjunction with Sound Transit, Amtrak, and local jurisdictions, station improvements will be made at Tacoma, Tukwila, Seattle, Edmonds, and Everett.

LONG-RANGE INVESTMENTS (2011 TO 2030)

Following implementation of the first service level goal and associated improvements described above, WSDOT will continue to work with its partners until full build out in 2018. WSDOT will update operational, financial, and environmental information so that accurate information can be presented to taxpayers and legislators.

Regional Aviation

General Aviation. The aviation component of *Destination 2030* presents a long range program for improving the region's 25 general aviation airports, which are generally smaller than commercial aviation airports, have shorter runways, and primarily serve business and corporate aviation, personal air travel, and recreational users. These system improvements will focus on maintaining and preserving the existing system combined with strategic investments to meet growing demand and provide system enhancements.

King County International Airport (Boeing Field)

System improvements at the 25 general aviation airports total $286 million between 2000 and 2020. Of the total investments planned for the region's 25 general aviation airports, safety/standards, maintenance, and preservation projects account for over 42% of the total ($122 million), enhancements amount to $35 million (12%), $103 million (36%) will be spent on capacity projects, and $25 million (9%) will be spent on other projects. General aviation airport system improvements total $218 million between 2000 and 2010, and $68 million between 2011-2030.

The airport improvement program will accommodate airport system growth, increase system safety, maintain airport pavements, address FAA and State DOT airport design standards, provide system enhancements to meet growing and changing user needs, and support airport compatible land use in communities adjoining the region's airports. At the region's general aviation airports, no major airfield capacity improvements are needed to meet existing or forecast demand for aircraft operations (take-offs and landings). On the landside, however, demand for aircraft hangars currently exceeds supply, and forecasts show the region may see up to 1,600 new based aircraft at the region's airports in the next 30 years. *Destination 2030* responds to these needs.

Commercial Aviation. The region will meet its long-term commercial air transportation needs consistent with the Regional Council's General Assembly action in 1996, which amended the 1995 Metropolitan Plan. *Destination 2030* continues prior actions to include plans for a third runway for Sea-Tac Airport, with additional noise

reduction measures, implementation measures, and monitoring steps as noted in Appendix 7. The project must satisfy the Federal Aviation Administration and Port of Seattle environmental impact review and permit processes and be authorized by the Port of Seattle and agencies with permitting authority. In addition, the region will cooperate with the state and local jurisdictions to implement a comprehensive process for evaluating all options to meet the State of Washington's long-term air travel and inter-regional ground transportation needs including high speed rail.

Airport System Capital Improvements. Assumptions for financing the aviation system improvements are based on current airport system funding, expected additional funding from the Federal Aviation Administration (FAA) Airport Improvement Program (AIP), the Aviation Investment and Reform Act for the 21st Century (AIR-21) approved by the U.S. Congress in spring of 2000, future funding from the State Airport Aid program, and revenue enhancement through more effective implementation of airport system user fees.

TEN-YEAR INVESTMENT PROGRAM (2010 ACTION STRATEGY)

General Aviation. The region also supports strategic investments at general aviation airports to address existing and forecast airport system needs. These investments have been preliminarily estimated at over $200 million between 2000 and 2010 to implement the following action strategies:

- Preserve and maintain the existing airport system infrastructure with strategic investments in airport pavements and by supporting airport compatible land use programs. At a minimum, support funding to maintain the existing condition of the region's airport pavements.
- Enhance airport system safety by meeting FAA and state airport design standards and by addressing airport obstructions (lighting, marking, and removing obstructions).
- Invest in strategic airport system enhancements (lighting, navigational aids, improved runway approaches, runway extensions) to improve the airport system and meet changing user needs.
- Encourage construction of general aviation aircraft storage facilities to accommodate up to 460 new aircraft by 2010 at airports with both the ability and willingness to provide those facilities.
- Support multi-modal ground access improvement projects which enhance access to major airports throughout the region.

Commercial Passenger and Air Cargo Needs. The Port of Seattle is moving forward on a $3.44 billion improvement program which includes airfield capacity improvements, passenger processing, air cargo, access, and other support facilities. In addition, King County International Airport/ Boeing Field has developed plans to accommodate its share of the region's air cargo demand over the next 10-15 years. These actions include:

- Implementation by the Port of Seattle of its Sea-Tac Airport Master Plan, including the third runway, new concourse A, new north passenger terminal, central terminal improvements, additional parking, expansion of the on-airport people-mover system, new FAA air traffic control tower, and expanded air cargo facilities. Total cost for this program between 2000 and 2010 is estimated at $3.44 billion (excluding the new north passenger terminal).
- Implementation of air cargo improvements identified in the Airport Master Plan for King County International Airport/Boeing Field.

LONG-RANGE INVESTMENTS (2011 TO 2030)

General Aviation. General aviation system improvements have been estimated at $70 million between 2010 and 2020. No cost estimates have been prepared for system needs between 2020 and 2030. Improvements to the region's general aviation airport system between 2010 and 2030 will include programs similar to those described for the 2000-2010 action strategy: continued preservation and maintenance of the existing airport system infrastructure, improved safety, system enhancements, support for airport compatible programs, and provision of new aircraft storage facilities (hangars). The plan will accommodate system improvement needs, including demand for 360 new aircraft between 2010 and 2020, and another 393 new aircraft between 2020 and 2030.

Air Cargo. The region will require additional investments in air cargo facilities to meet the region's long range needs. Beyond the years 2010-2015, these needs have not been clearly defined. Additional regional airport system planning and airport specific master planning is required to document existing capacity, evaluate demand, assess the regional marketplace, and develop plans to meet the region's long term needs.

Commercial Aviation. The third runway at Sea-Tac Airport is projected to meet airfield demand until the year 2030 or beyond. In order to bring other airport facilities into balance with that increased airfield capacity, the Port of Seattle will implement additional facility development, including expanded passenger terminals, air cargo facilities, aircraft maintenance, passenger and employee parking, improved access, and other necessary support functions. Cost estimates for these long range improvements will be developed as plans are further refined.

Regional Program and Non-Project Actions

Implementation of *Destination 2030* will require actions not directly associated with the transportation system improvements contained in the preceding portion of this chapter. The Regional Council is committed to facilitate ongoing implementation efforts in a number of specific arenas. Non-project implementation efforts will adapt to changing circumstances and information, but at a minimum will address the following areas.

Pursue Tools for Greater Regional Coordination. The Regional Council endorsed the recommendations of the Blue Ribbon Commission on Transportation, including those that encourage stronger roles for regions. The Regional Council will work with local jurisdictions and the state to monitor the development of tools and policies that emphasize efficiency and accountability and promote strong state and strong regional roles in planning, prioritizing, and funding transportation.

Pursue Sustainable Transportation Finance. The Regional Council will continue to pursue new and reformed transportation finance methods to implement *Destination 2030* that are consistent with adopted finance principles contained in Chapter 6. Predictability over time is a critical element of a sound financial plan. The central Puget Sound region must be confident that our transportation financing tools will not be eroded from one year to the next and that existing systems can have predictable dedicated resources for basic maintenance and preservation needs. This may necessitate new, restructured, and dedicated revenue sources for particular types of transportation investments (such as city and county direct gas tax distributions) that are indexed to growth and inflation. Financial solutions need to relate to a full range of transportation needs and not merely address a single facility, mode or level of government. New revenue sources must bear a relationship to system cost and system use and new financing tools, or changes to the financing structure, should strive

Washington State Legislature

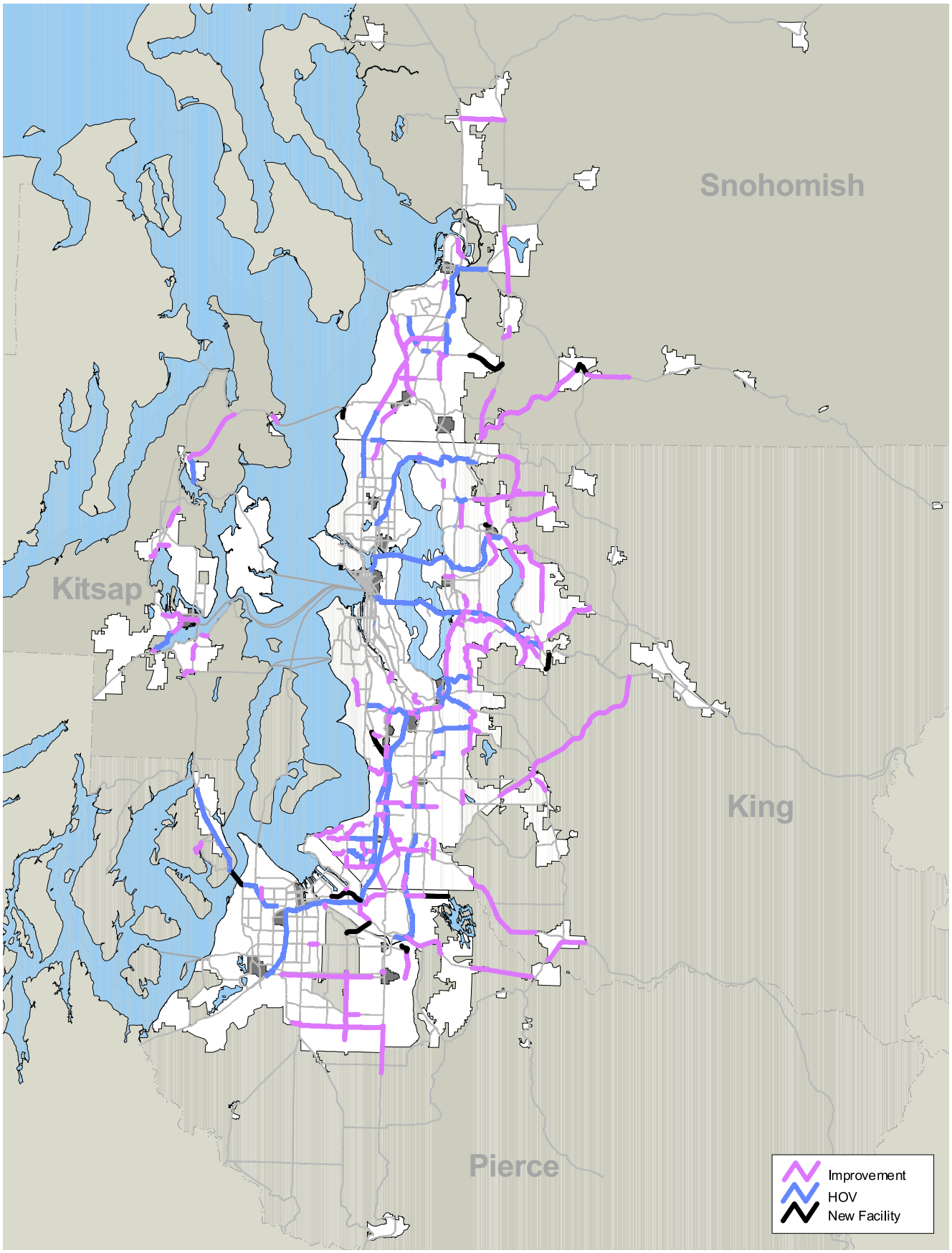
to simplify and add flexibility to the overall structure. Legislative progress made toward achieving sustainable and predictable transportation finance will be monitored over time.

Demonstrate Transportation Pricing. Under the TEA-21 Value Pricing Pilot Program federal funds ($51 million for 1998-2003) are available for up to 15 new state or local value pricing programs. Based on the work of the Pricing Task Force, our region is well-positioned to advance this national research and demonstration effort, and to implement a pilot program that best fits our specific geography and needs. The Regional Council will work with communities, WSDOT, and local authorities to plan, design and implement a transportation pricing demonstration program prior to 2006. Developing a variable roadway pricing pilot test program is the best way to demonstrate the benefits of transportation pricing and finance reform. The advancement of transportation pricing reform is ultimately dependent upon real-world tangible demonstration of pricing. Receipt of a federal grant to implement a variable pricing pilot test or demonstration project would advance implementation of *Destination 2030*.

Investigate and Refine Regional Growth Strategies. The Regional Council will develop and distribute information as it relates to urban form and design, financial incentives for desired development, and other best development practices and strategies. This ongoing effort will lead to a more fully defined regional growth strategy and will support the monitoring of progress toward achieving the objectives outlined in VISION 2020 and *Destination 2030*. Specific growth strategies are discussed in greater detail in Chapter 4.

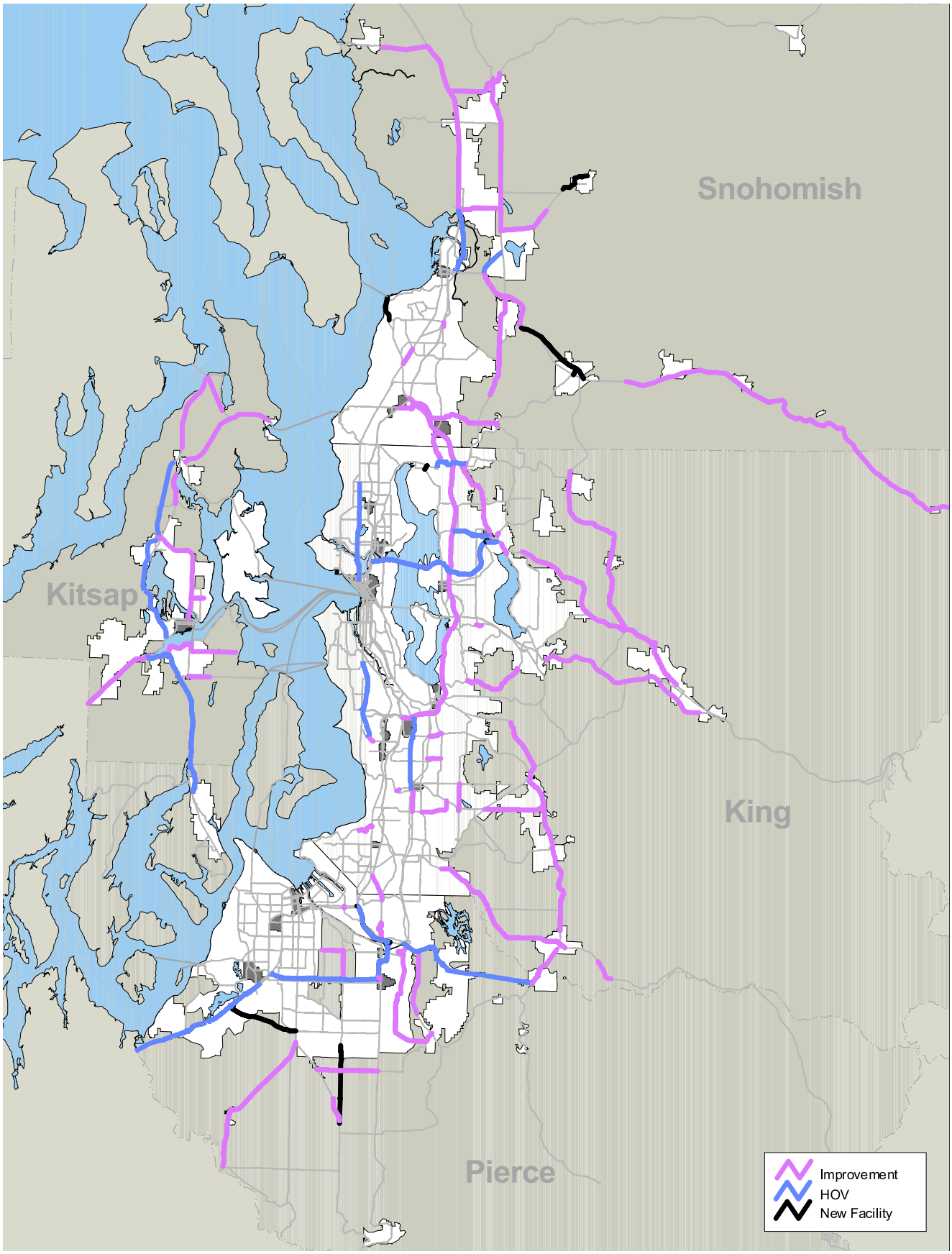
Support Sub-Regional Plan Refinements. *Destination 2030* includes greater details about investments through 2010 than are available in later years of the plan. In the long-term, changes in land use, personal travel preferences, transportation pricing, and other elements of the transportation operating environment may influence which investments are of highest priority within different parts of the region. Through its monitoring efforts, discussed in Chapter 7, the Regional Council will work with local jurisdictions and subarea planning groups to utilize performance data to refine long-term transportation investment priorities and to better coordinate city/county transportation planning.

MAP 3. Roadway Improvements: 2001–2010



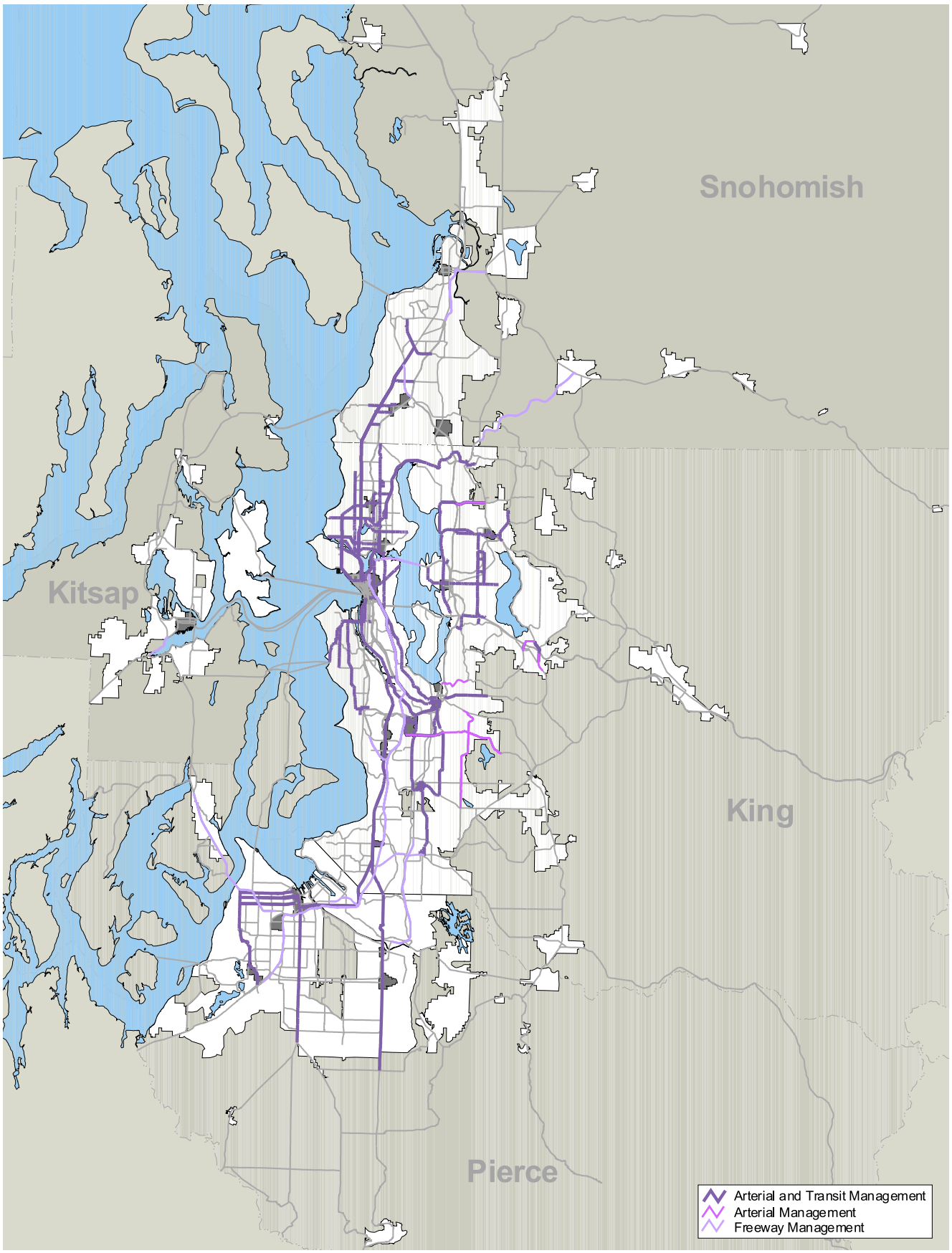
Adoption Date: May 24, 2001

MAP 4. **Roadway Improvements: 2011-2030**



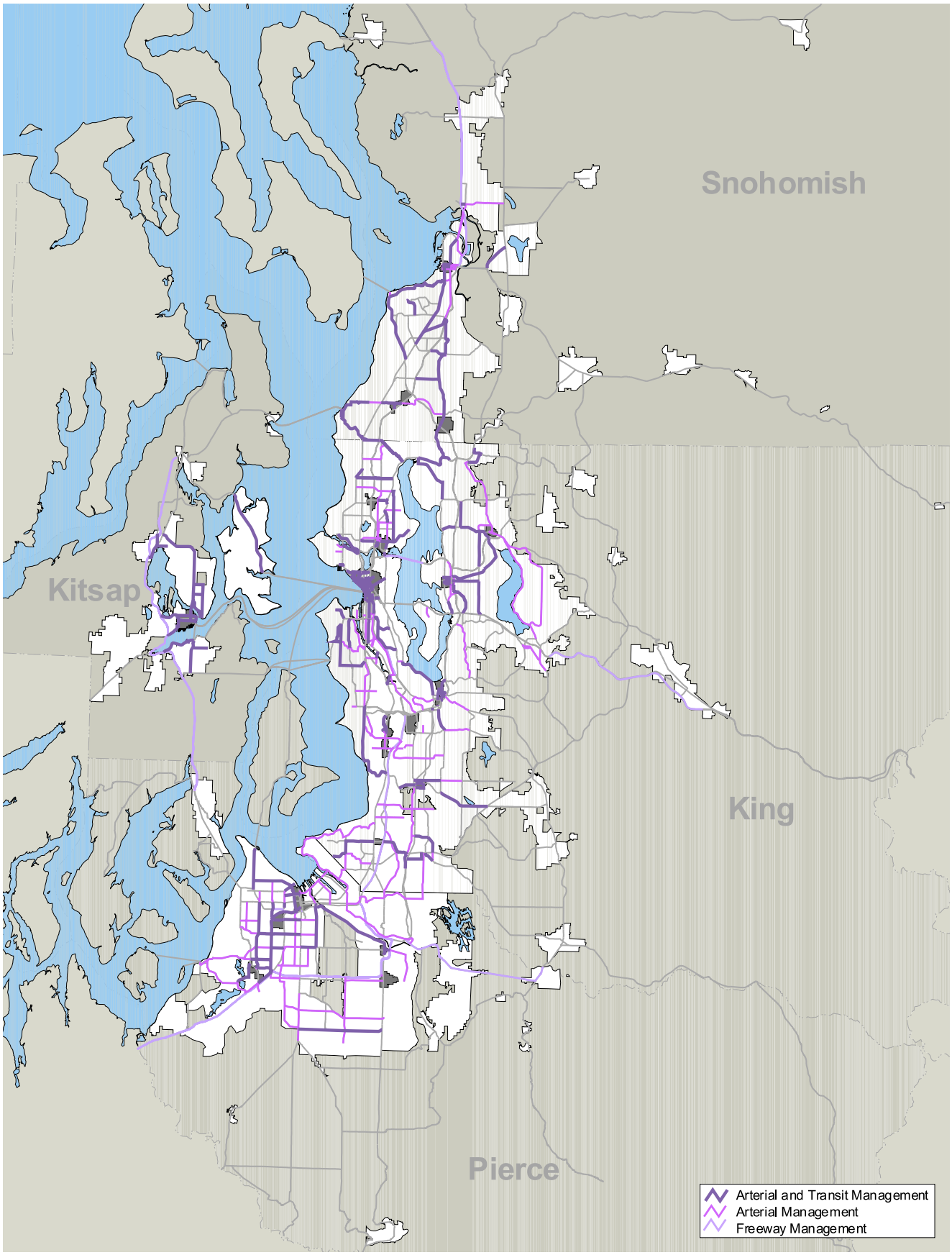
Adoption Date: May 24, 2001

MAP 5. Intelligent Transportation System Applications: 2001-2010



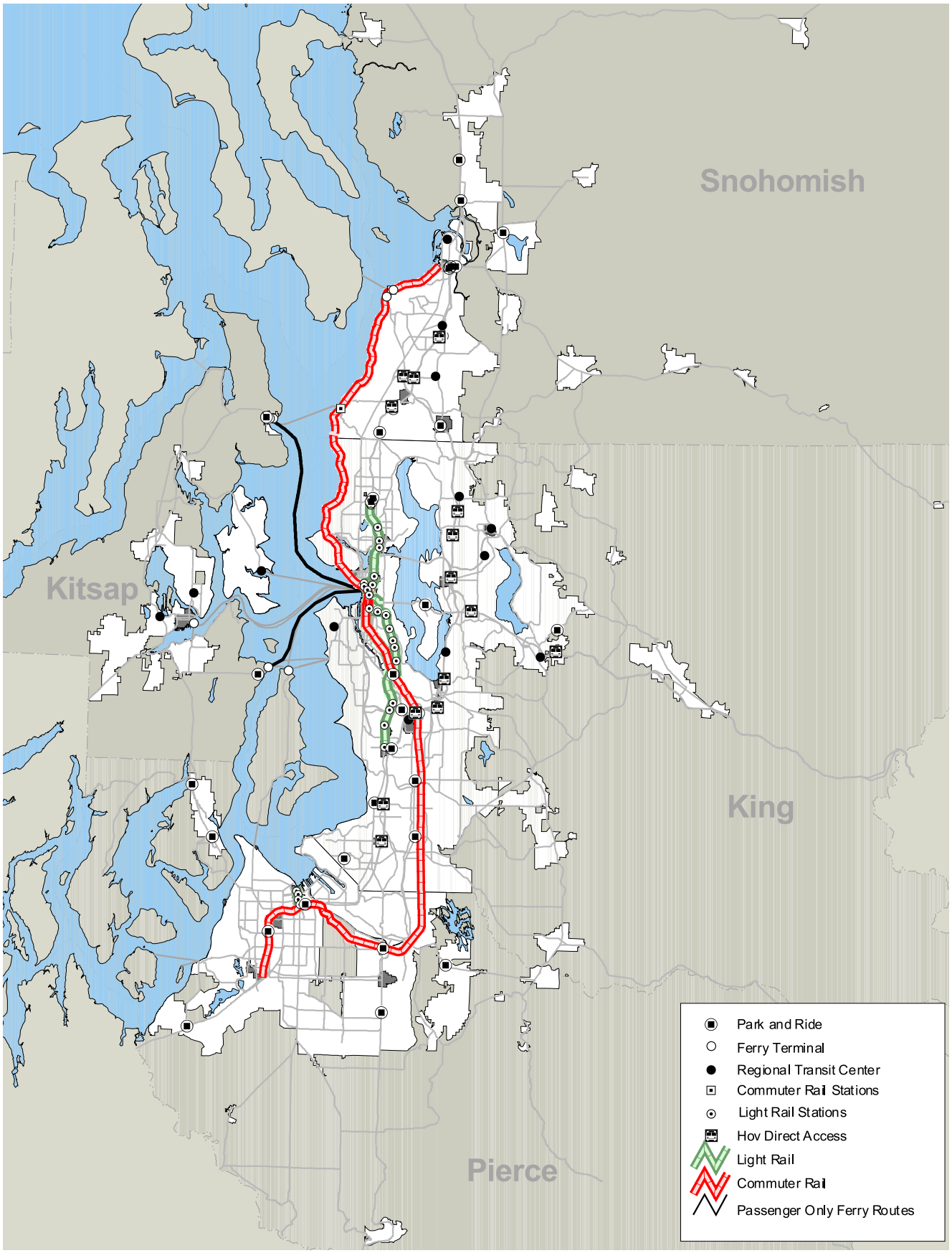
Adoption Date: May 24, 2001

MAP 6. **Intelligent Transportation System Applications: 2011-2030**



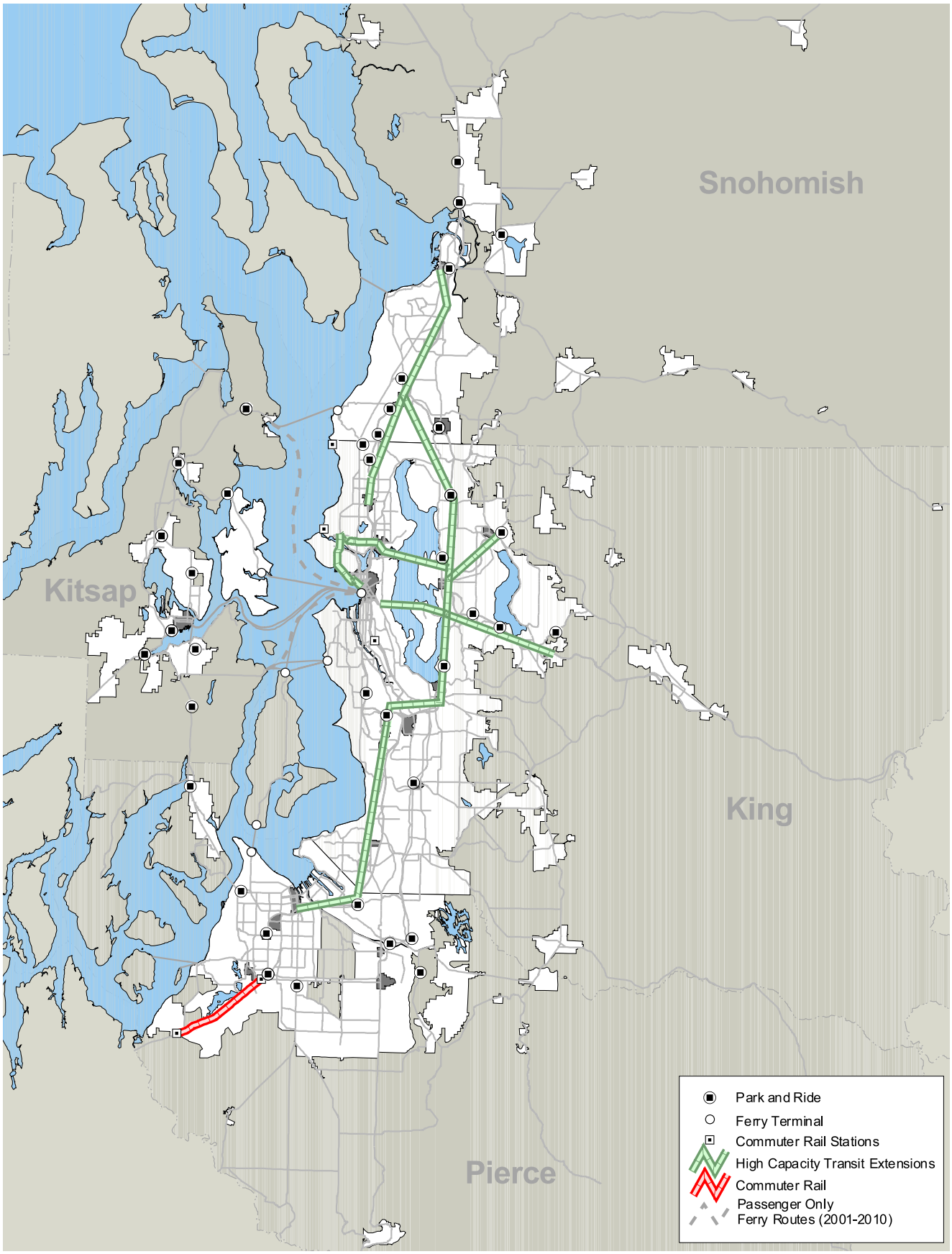
Adoption Date: May 24, 2001

MAP 7. Regional High Capacity Transit and Passenger-Only Ferry Improvements: 2001-2010



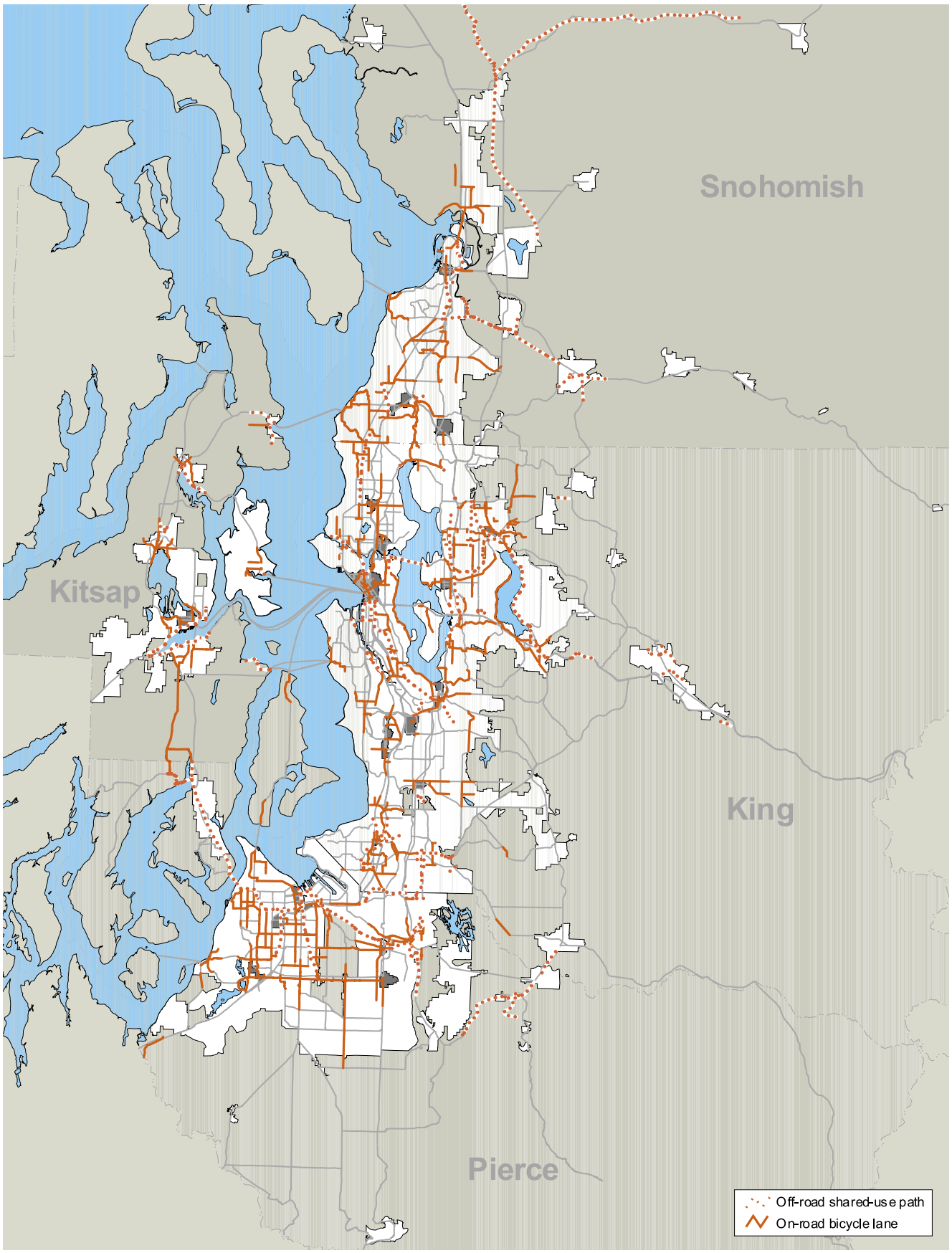
Adoption Date: May 24, 2001

MAP 8. **Regional High Capacity Transit and Passenger-Only Ferry Improvements: 2011-2030**



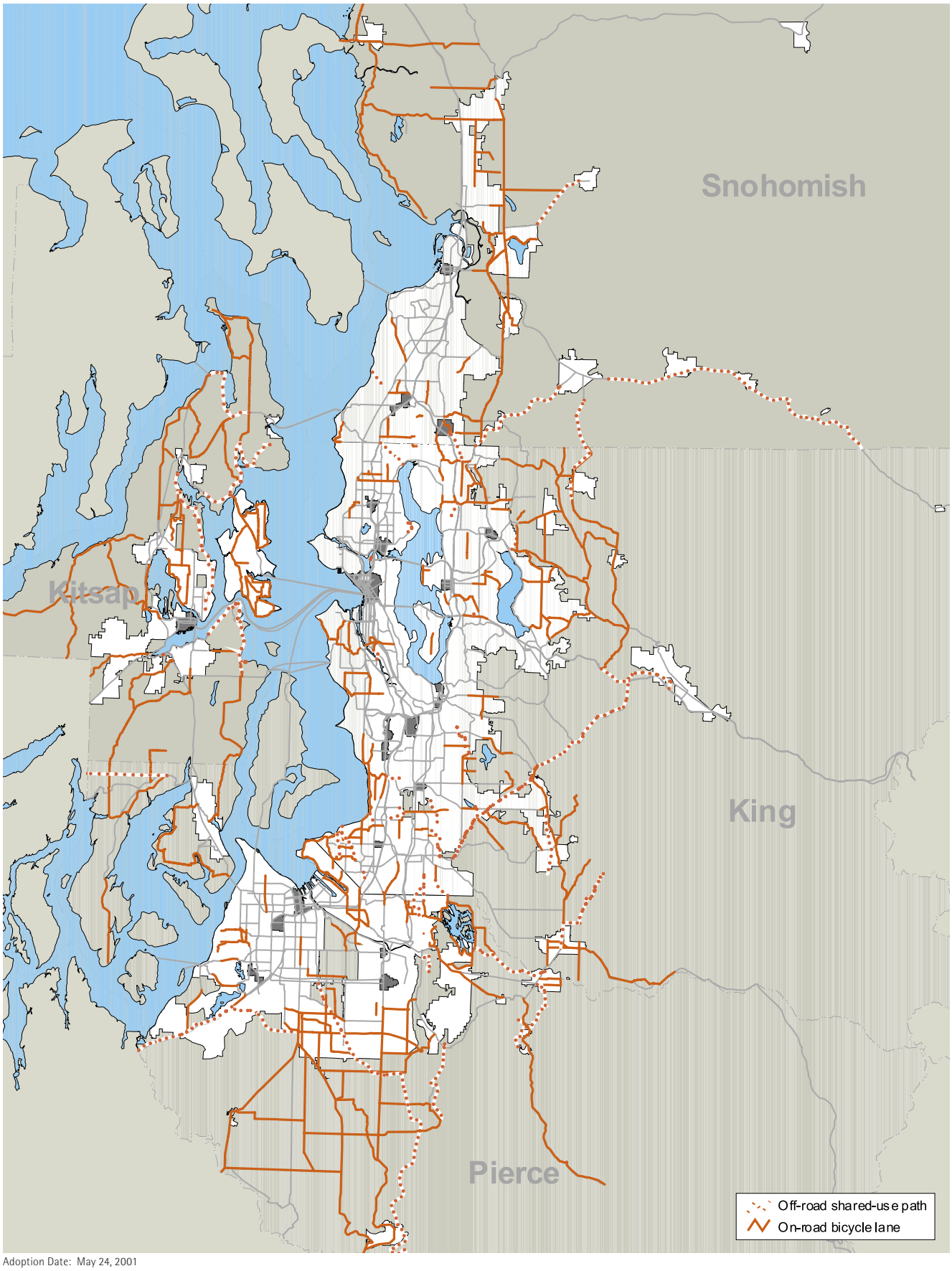
Adoption Date: May 24, 2001

MAP 9. Regional Non-motorized Improvements: 2001-2010



Adoption Date: May 24, 2001

MAP 10. **Regional Non-motorized Improvements: 2011-2030**



Adoption Date: May 24, 2001

CHAPTER 6

finance

Under federal law, the regional transportation plan must make reasonable financing assumptions, accounting for existing or new revenue sources which can be expected to be available over the life of the plan (Title 23 USC 134). This chapter of *Destination 2030* outlines a set of financial principles, conditions and assumptions that constitute a financial strategy for plan implementation. The principal transportation tax bases traditionally have been retail sales, registered motor vehicles, taxable motor fuel consumption, and the taxable value of motor vehicles. The allowable uses of nearly all existing transportation funding sources in the region are restricted to specific uses, by source, by expenditure, and often by geography or jurisdiction. Transportation infrastructure costs have been on the rise over the last few decades because of increases in material and labor costs, the costs of mitigating environmental impacts, and increased urban land values. Insufficient public resources have led to an increase in the unfunded backlog of maintenance projects, leading to higher overall costs in the future, and raising safety concerns. Meanwhile, existing transportation revenues are not keeping pace with travel demand, and the infrastructure investments needed to support this growing demand.

In 1998, the state Legislature and Governor created a Blue Ribbon Commission on Transportation (BRCT) to conduct a comprehensive analysis of statewide transportation needs and priorities. The Commission, which was comprised of public and private sector representatives, was charged with developing recommendations for identifying, funding and delivering key transportation services and projects. The Blue Ribbon Commission *Final Report* recommends that existing statewide revenue sources be enhanced, and new sources found. These funds will be used to help address deficiencies in basic transportation needs, new capacity investments in state programs, and for regional and local transportation systems. The Final Report makes strong statements about the need for a regional approach to transportation planning and programming.

An important part of the investment strategy for *Destination 2030* are principles to guide the development of financing strategies and revenue sources. The past decade has clearly demonstrated that the state and the region need a new approach — one that benefits all our communities and helps create a stable and sustainable fiscal future. The guiding principles listed below are consistent with the recommendations of the BRCT and build on the adopted *Destination 2030* plan policies.

FINANCE PRINCIPLES

1. **Additional revenues must address local, regional and state transportation plan needs.** Financial solutions need to relate to a full range of transportation needs and not merely address a single facility, mode or level of government.

2. **New revenue sources must bear a relationship to system cost and system use.** Transportation has a history of use-based financing but has strayed from such over the past several decades. Use-based financing ensures that investments can efficiently respond to demand, improve funding predictability, and be more equitable.

3. **The financial structure should support multi-modal mobility.** The finance structure should support multi-modal investments that improve the availability of mobility options where and when they are needed.

4. **System financing must be sustainable.** Predictability over time is a critical element of a sound financial plan. Our region must be confident that our transportation financing tools will not be eroded from one year to the next and that existing systems can have predictable dedicated resources for basic maintenance and preservation needs.

5. **New financing tools or changes to the financing structure should strive to simplify and add flexibility to the overall structure.** The transportation finance structure is immensely complex, fragmented, and restrictive. It is almost impossible to explain the current process to the public to enable greater accountability. Changes to this system should improve the understandability and responsiveness of our finance mechanisms.

6. **Ensure a reasonable rate of return on revenues raised within a region, for investments within the region.** Most state and federal transportation funds are allocated to the Puget Sound region based on legislative formulas, actions of the Legislature, and programmatic priorities. Collectively, this structure results in an export of funds from the Puget Sound region to other areas in the state.

Regional Investments Require Multiple Funding Sources

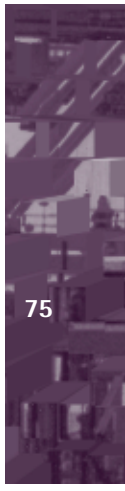
Funding availability for transportation investments must match implementation responsibility. The state's Blue Ribbon Commission on Transportation has suggested that regional transportation planning, funding, and implementation need to be better integrated, and that it should be made clear what are regionally significant projects and programs. The *Destination 2030* investment strategy is in many ways dependent upon the successful development of more state funding along with new regional funding mechanisms that are flexible enough to allow investment in the full array of regional transportation priorities. Regional systems cannot be managed effectively without some significant ability to plan, prioritize, and implement change in a coordinated manner at a regional scale. *Destination 2030* builds upon the Blue Ribbon Commission on Transportation recommendations relating to the development of a regionally managed transportation fund. "The region would have responsibility to program and prioritize, with selected state and federal matching funds, state and regional roadway projects and regionally significant transit projects within the region." While many of the details of such a set of proposals remain to be worked out, a major implementation strategy for *Destination 2030* is the development of a regional fund that would include regionally approved revenue sources, and potentially, some state pass-through funds to be utilized for investments on the state-owned systems.

Clearly articulated governmental roles and responsibilities, as well as greater performance accountability and decision-making transparency, are important elements of, and products resulting from, a regionally managed fund that is focused on ensuring that transportation improvements will be made. Basic maintenance, preservation and operation ultimately remain the responsibilities of the governmental authority owning the facility. But, consistent with Blue Ribbon recommendations, there is an understanding that basic transportation needs (maintenance, preservation, safety, operation) for all levels of government should be funded through dedicated, predictable, and sustainable sources whenever possible. The Regional Council will continue to work with local jurisdictions to pursue new and restructured transportation finance methods to implement *Destination 2030* that will not be eroded from one year to the next and that dedicate resources for basic maintenance and preservation needs. Mobility projects and programs that are focused on the Metropolitan Transportation System (regionally significant), however, should be eligible for regional funding as it is available. State system investments may be of both regional and state-wide significance, and could appropriately look to both a regional fund and to state support for financing of projects and programs.

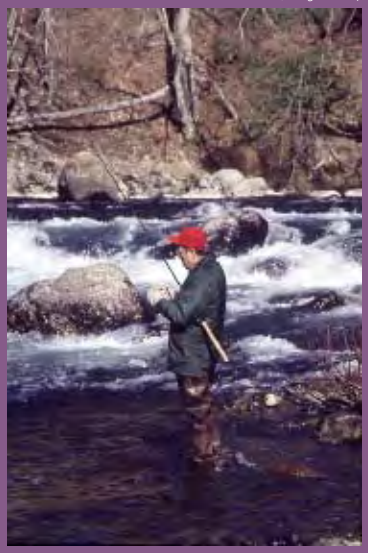
Long-term Investment Decisions are Influenced by Financing and Prices

Investment decisions are very much tied to questions of finance and pricing. This is true for private businesses and for government investment as well. Rational investment decision-making addresses issues of finance, or price structure, prior to determining the specific magnitude and nature of capital investment. The Regional Council created a Transportation Pricing Task Force in 1995 to contribute to public dialogue, educate and inform, and provide public and elected officials with a framework for discussing the long-range financing and pricing of transportation investments. The Task Force concluded that a transportation financing structure based on use, especially in the form of variable roadway charging, could provide significant benefits to society. The Task Force suggests it is possible to better balance transportation supply and demand through price, much as is done in most other areas of our economic lives. It is specifically possible to devise a pricing system to:

- Optimize vehicle throughput on priced transportation facilities.
- Minimize delay along otherwise congested corridors.
- Raise substantial revenues for reinvestment in the transportation system.



Palmer State Park, King County



TO IMPLEMENT THE RECOMMENDATIONS OF THE TRANSPORTATION PRICING TASK FORCE, THE REGIONAL COUNCIL WILL:

- Promote transportation financing methods that are based on use, and help optimize system efficiency with the long-term goal of introducing variable roadway pricing.
- Continue to explore and adopt transportation demand modeling improvements and other analytical tools that better assess traffic management strategies.
- Work with communities, WSDOT, and local authorities to plan, design and implement a demonstration program prior to 2006.
- Develop and help fund a detailed outreach effort which seeks to inform, engage and build regional consensus around implementation of transportation pricing alternatives.

- Help achieve environmental objectives through reduced vehicle emissions.
- Improve the fairness and predictability of transportation finance.

Transportation alternatives must be in place prior to implementation of transportation pricing programs. For market incentives to work, people must be presented with viable travel options from which to choose. If motorists face charges to use roadway facilities there should be high quality transit alternatives available. Motorists must also be able to avoid or reduce the charge they experience by altering when they travel, through ride-sharing, and route alteration. If transportation alternatives are not adequate, pricing will be punitive, penalizing travel without offering substantially improved mobility. All of these considerations dictate that defining and implementing an optimal price management program will be a long-term, and evolutionary, process.

The *Destination 2030* long-term finance and investment goal is to introduce variable roadway pricing where, when, and if it is appropriate. A framework for a phased approach to implementing use-based financing includes: (1) employing broad use-based financing mechanisms to fund basic transportation needs, (2) considering self-financing for major new infrastructure investments through marginal pricing, (3) considering the use of prices to improve the efficient operation of transportation systems by better balancing roadway supply and travel demand. These long-term objectives clearly require that a number of prior investment actions occur. Motorists should be presented with a much higher level of transit service, significantly enhanced traveler information (ITS technology applications), and greater flexibility in traveling choices (flextime at work) where they face higher direct travel costs. These examples require early investment in infrastructure and programs to support more efficient system management.

New Transportation Revenues

The Blue Ribbon Commission revenue recommendations, combined with the *Destination 2030* finance principles, provide a reasonable basis for estimating new transportation revenues that constitute a *Destination 2030* financial plan. New transportation revenues include new statewide sources, regional option revenue sources, local options sources, and additional utilization of existing revenue authority. The implementation of new revenue sources will clearly require that action be taken within a number of decision-making arenas,

in the state legislature, within the region, and ultimately at the polls. Developing new funding sources also suggests that existing funding authority be utilized when possible. Table 5, below, displays some examples of potential new revenues that are proposed to help finance the projects and program services in *Destination 2030*. These sources are consistent with recommendations made by the Blue Ribbon Commission on Transportation, and are intended for illustrative purposes to demonstrate the magnitude of financial needs. Other sources not specified in these examples could also be proposed and secured in the future to satisfy the region's needs for new transportation revenues. Table 5 also includes some authorized but as yet unused existing revenue sources, new local and regional revenue sources, as well as the region's share of statewide sources recommended by the Blue Ribbon Commission.

NEW STATE FUNDS

The Blue Ribbon Commission Final Report recommends that various statewide revenue sources be increased or developed. These include increasing the motor fuel tax, applying the sales tax to the commodity price of fuels, applying a surcharge on transportation goods, and a flat charge on passenger vehicles. Statewide funds might come directly to the region in the form of pass-through funds to be administered regionally, or might be retained by the state for regional application.

NEW REGIONAL FUNDS

Urban regions with diverse communities and land uses require a wide range of transportation investments. Regional transportation funding alternatives discussed by the Blue Ribbon Commission on Transportation involve flexible funding sources that could be broadly utilized to support diverse regional transportation objectives. Regional revenue sources may include authorization to pursue a local option mileage charge, a local option sales tax for transportation purposes, bond financing of transportation investments, and direct infrastructure user fees in the form of value pricing.

NEW LOCAL FUNDING

In addition to recommending the development of regional sources of transportation revenue, the Blue Ribbon Commission on Transportation recommends additional local option taxing authority. Local sources, such as an increase to the local option vehicle license fee, and increased direct funding distributions to local jurisdictions would help to fund locally identified transportation needs that otherwise would require funding from local jurisdictions' general funds.

UTILIZING EXISTING REVENUE AUTHORITY

Many public agencies have additional revenue authority beyond the level currently utilized. For example, all transit districts in the central Puget Sound region have unused sales tax authority under current state law. Having additional authority does not mean that raising the additional revenue is a trivial matter. In the case of transit districts using the sales tax authority still requires a vote of the residents of the district. Even as additional statewide and regional revenue sources are implemented over the coming years, it will be necessary for transportation implementation agencies, within the region, to utilize existing revenue authority to the extent possible.

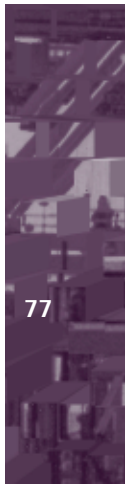


TABLE 5. Examples of Potential Additional Revenue From New and Existing Sources

REVENUE SOURCES	2001–2010	2001–2030
Blue Ribbon Commission on Transportation Revenue Recommendations		
Statewide Sources		
State Wide Flexible (subtotal)	2,420	9,045
State Restricted by 18th Amendment (subtotal)	2,030	7,205
Bonding less debt service	650	-325
Regional return on existing revenue (85%)	500	4,275
Total Statewide Sources (available to the region)	$5,600	$20,200
Regional and Local Sources		
Local option regional sales tax (0.2%)	1,120	3,995
Local option VMT charge (1 cent/vmt, 5,000 mi. exempt)	1,405	5,535
Local option vehicle license fee ($50)	720	1,810
Sales tax on fuel (local portion)	135	435
Bonding less debt service (value pricing)	tbd	tbd
Total Regional Sources	$3,380	$11,775
Total BRCT Sources	**$8,980**	**$31,975**
Existing Authority/Additional Funding Assumptions		
Transit Sales Tax Authority Utilized	430	2,075
HCT New Financial Plan/New Federal Grants	715	6,598
Additional Transit, Ferry, and Vanpool Operating Revenues	535	2,490
Seattle ICT Funding	tbd	tbd
Total Additional Revenues	**$1,680**	**$11,163**
Total New Revenue	**$10,660**	**$43,138**

All figures in millions of year 2000 dollars.

City of Bellevue

Regional Fund Uses

A major implementation strategy for *Destination 2030* is the development of a regional fund that would include regionally approved revenue sources, and potentially, some state pass-through funds to be utilized for investments on the state-owned systems. The *Destination 2030* investment strategy is in many ways dependent upon the successful development of new regional funding mechanisms that are flexible enough to allow investment in the full array of regional transportation priorities.

Destination 2030 builds upon the Blue Ribbon Commission on Transportation recommendations relating to the development of a regionally managed transportation fund. "The region would have responsibility to program and prioritize, with selected state and federal matching funds, state and regional roadway projects and regionally significant transit projects within the region."

PROPOSED REGIONAL FUND USES

Regional Arterial Investments. Capital projects occurring on regionally significant facilities (Metropolitan Transportation System) would qualify for regional capital funding.

State Highways of Regional and Statewide Significance. Investments in new or expanded state highways could in part be financed through users fees other than the statewide gas tax. This is a finding supported by the Blue Ribbon Commission Final Report. Use-based financing of new capacity will require regional implementation of these new financing tools.

Regional Transit Capital Facilities. Capital projects that support regional transit services, such as transit centers in Urban Centers, rail improvements, rights-of-way acquisition, etc., could qualify for capital funding. Joint funding responsibilities might include the "regional fund", local transit providers, and Sound Transit.

Local Transit Capital Grant. Local transit operators could qualify for grants to make capital investments in rolling stock, transit facilities, park-and-ride facilities, and operational efficiency investments. Regional grants might supplement state contributions to capital investment.

Regional Non-motorized Network. Local jurisdictions could qualify for grants to construct portions of the regional non-motorized network. Maintenance and preservation would remain the responsibility of the implementing authority.

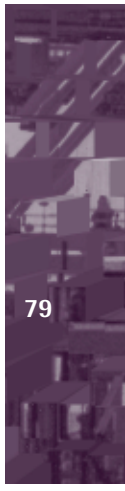
Regional Trip Reduction Programs. The regional TDM Action Committee has established a set of priority TDM programs. Regional programs, such as education and marketing efforts, TDM programs that are part of major corridor agreements, capital investments in vanpool programs, employee incentive programs, and the demonstration of emerging strategies, could be eligible for funding through a regional fund.

Regional ITS Infrastructure. The implementation of traveler information and management technology requires a regional architecture to ensure interoperability of applications. The development and deployment of a regional ITS infrastructure could qualify for capital funding. ITS applications are often part of other projects implemented by various transportation agencies.

Regional Urban Center Development Fund. A major policy focus of VISION 2020 calls for "coordinating transportation and land use decisions to support transit and pedestrian-oriented land use patterns." Investments in designated Urban Centers and high capacity transit station areas, that reinforce urban design characteristics that promote mobility and access, are high regional priorities. Transportation investments that are particularly important to these regionally significant places include: sufficient street density and layout, high quality, frequent transit service and station area transit facilities, and clearly marked, safe, and convenient bicycle and pedestrian trails and routes, particularly those that link to regional transit systems.

Passenger Ferry Service. The public operational support for passenger-only ferry service is higher than for vehicle/passenger service, yet passenger-only service supports regional land use and demand management objectives. Passenger-only ferry service could be eligible for regional funds, but might require a funding partner in a local jurisdiction or transit operator.

Fast Corridor Investments. These freight corridor projects are part of various program areas (implementing agencies). As regionally significant improvements that support the economic competitiveness of the region as a whole they could be eligible for regional funding.



City of Seattle

Financial Summary

Destination 2030 plan financing begins with an understanding of existing revenues available for transportation purposes under current law. Plan financing then builds upon recommendations for new funding as proposed by the state's Blue Ribbon Commission on Transportation, as well as assumptions that follow from regionally adopted financial principles. These financial forecasts reveal gaps in plan financing, where they exist, in different transportation programs. The programmatic financing details are explained in the text below. Table 6 displays a summary of how existing and new or expanded revenues are assumed to support the various modal programs. Table 7 displays program needs, current revenues, potential new revenues, and resulting shortfalls for the first ten years of the plan and for the total thirty year period.

Current Law Revenues represent funds that are anticipated to be available for transportation expenditures without some additional action taken by a number of parties. New funds represent an estimate of funds that could be available if the state legislature authorizes new sources consistent with Blue Ribbon Commission recommendations, and if the region and its residents approve new taxing authority. The allocation of these funds, in Table 7, to various programs result from any restrictions on the use of particular funds and regional policy direction summarized in Table 6. The program shortfalls contained in Table 7 remain after the successful implementation of the plan's financial strategy. If the financial strategy is not implemented program shortfalls will be considerably larger. Additional strategies to address any remaining long-term shortfalls are described toward the end of Chapter 6.

The central Puget Sound region and Washington state have made serious efforts to begin exploring innovative transportation financing approaches. Not all of the approaches will lead to new or restructured sources of revenue for implementing in the region's transportation plan. Yet, there is consensus that business as usual is not an acceptable strategy for financing transportation systems. The Regional Council will continue to examine opportunities for market-based financing, developing financial partnerships, and other inventive means of recovering costs and addressing the financial shortfalls for transportation investments that will improve personal and freight mobility.

The region has identified a number of significant transportation deficiencies, such as those identified within the I-405 and TransLake corridors, that will require major investment. Limited existing financial resources will require the development of new financial tools. Within the region, there is agreement that these major investments are greatly needed, and that substantial effort will be made to accelerate the implementation of projects, to meet the region's priorities, as financial strategies are developed.

TABLE 6. Program Financing Assumptions

PROGRAM AREAS	LOCAL REVENUE SOURCE		NEW REGIONAL FUNDS	STATE REVENUE SOURCE	
	EXISTING AUTHORITY	NEW/EXPANDED AUTHORITY		EXISTING AUTHORITY	NEW/EXPANDED AUTHORITY
Highways/Roads					
Highways of Statewide Significance (HSS)					
Basic Needs				**P**	
System Expansion			**S**		**P**
Highways of Non-Statewide Significance					
Basic Needs				**P**	
System Expansion			**S**		**P**
Core HOV					
Basic Needs				**P**	
System Expansion					**P**
Other State HOV					
Basic Needs				**P**	
System Expansion			**S**		**P**
City Streets and County Roads					
Basic Needs	**P**	**P**			
System Expansion					
On MTS		**P**	**S**		
Non-MTS		**P**			
State Ferries					
Basic Needs				**P**	
System Expansion					
Auto/Passenger Boats (capital only)					**P**
Passenger-only Boats (capital only)			**S**		**S**
Transit					
Regional High Capacity Transit					
Basic Needs	**P**	**P**			
System Expansion (capital only)	**P**		**S**		**S**
Local Transit					
Basic Needs	**P**	**S**			**S** (1)
System Expansion (capital only)					
Park-and-Ride Facilities					
Basic Needs	**P**				
System Expansion			**S**		**S**
Non-Motorized Transportation					
Bike Facilities					
Basic Needs	**P**				
System Expansion (capital only)					
MTS Routes	**P**		**S**		**S**
Other Routes		**P**			
Pedestrian Facilities					
Basic Needs	**P**				
System Expansion					
MTS or Center/Station Area		**P**	**S**		
Other	**P**	**P**			
Vehicle Trip Reduction					
Basic Needs	**P**			**P**	
Regional Program Expansion			**S**		**S**

Lengend: **P**rimary Responsibility / **S**hared Responsibility

(1) Assumes state flexible funds would provide 25% match for locally secured sales tax for local transit.

TABLE 7. Financial Strategy Summary

PROGRAMMATIC AREAS	SYSTEM EXPANSION	BASIC NEEDS	PLANNED INVESTMENTS	CURRENT LAW REVENUE	NEW REVENUES	FUNDING SHORTFALL
2001-2010						
City Streets and County Roads	4,775	4,850	9,625	7,000	2,150	475
Public Transit						
HCT Transit	4,225	1,925	6,150	4,875	725	550
Local Transit	1,525	6,300	7,825	5,425	1,700	700
State Ferries	450	2,375	2,825	1,000	1,750	75
State Highways[1]	5,525	2,300	7,825	2,200	4,150	1,475
Regional Needs Not Included Above						
Vehicle Trip Reduction/TDM[2]			100		100	-
Regional Bike and Pedestrian Needs[3]			75		75	-
Regional Park-and-Ride Facilities			350		-	350
ITS Applications			-		-	-
Total	**$16,500**	**$17,750**	**$34,775**	**$20,500**	**$10,650**	**$3,625**
2001-2030						
City Streets and County Roads	12,125	12,575	24,700	21,225		
Public Transit			-			
HCT Transit	11,000	8,400	19,400	11,800		
Local Transit	5,150	20,275	25,425	18,375		
State Ferries	825	6,550	7,375	2,800		
State Highways[1]	20,400	6,050	26,450	2,975		
Regional Needs Not Included Above						
VehicleTrip Reduction/TDM[2]			850			
Regional Bike and Pedestrian Needs[3]			100			
Regional Park-and-Ride Facilities			950			
ITS Applications			200			
Total	**$49,500**	**$53,850**	**$105,450**	**$57,175**	**$40-45,000**	**(+/-)$5,000**

All figures in millions of 2000 dollars. Basic Needs = Maintenance, preservation, operation, safety and debt service.
[1] Includes completion of core HOV system
[2] Additional Trip Reduction/TDM needs are included in other program areas listed above: $450 m. by 2010; $1500 m. by 2030.
[3] Additional non-motorized needs are included in program areas listed above: $1,250 m. by 2010; $3,400 m. by 2030.

CITY STREETS AND COUNTY ROADS

Investments in city streets and county roads included in *Destination 2030* fully utilize current levels of existing revenue sources. Regionally available funds would also contribute to capacity investments on regionally significant (Metropolitan Transportation System) local facilities. Additional revenue sources needed to cover basic needs and capacity investments include:

- Some portion of any new statewide gas tax increase to be dedicated to maintenance and preservation of local streets and roads.
- An increase in the local option license fee to be from $15 to $50 for all counties, with some funds passed on to cities based on existing formula.
- The dedication of the local portion of any sales tax on gasoline to transportation purposes.

City of Auburn

City and county investments face a shortfall through 2010, but appear to have sufficient funds to cover needs through the 30 year life of the plan. It should be noted, however, that cities and counties have detailed capital facility plans for the early years of *Destination 2030*, with a lesser level of detail outlined in the later plan years. It is possible that Regional Council needs estimates under represent the city and county investment needs over the entire plan. Local transportation projects that help to implement growth plans may need creative financing solutions that accelerate their implementation. This problem may be critically important to certain local jurisdictions as they attempt to support managed growth and development. The Regional Council will continue to work to help local jurisdictions face these challenges and advocate for infrastructure financing reform as appropriate.

LOCAL TRANSIT

Investments in local transit included in *Destination 2030* fully utilize current levels of existing revenue sources. Additionally, local transit agencies would begin to utilize existing sales tax authority, where approved by vote of the people, as needed. *Destination 2030* includes an expectation that the state would begin to reinvest in local transit services through some type of fund matching program. Regionally available funds would be available for capital grants to local transit operators. Intermediate capacity investments in transit service within the city of Seattle are currently under study and considered unfunded. As these investments are more fully identified they will include an associated finance package as well.

To fund local transit development plans, transit agencies must begin to rely upon unutilized sales tax authority. Some transit agencies would need to levy up to .8 percent sales tax by 2010 and even as much as .9 percent after 2010. If the state is to match some portion of local transit agency sales tax revenue this would provide additional incentive to utilize existing taxing authority. Even assuming these revenue sources are available for transit services, individual agencies may still face a financial shortfall through 2010 and through the 30 year period covered by *Destination 2030*. In addition, the city of Seattle may need to identify up to $660 million of transit funding by 2010 and up to $2.5 billion by 2030 for investments in its intermediate capacity transit services.

REGIONAL HIGH CAPACITY TRANSIT

The region's high capacity transit system is designated as a system of statewide significance. Today, high capacity transit service investments are primarily made by Sound Transit, the regional transit authority. New Sound Transit financial assumptions are that the Sound Move plan can be financed through existing and anticipated sources and through the adoption of a new implementation schedule for the light rail project. The new light rail schedule plans for revenue service to begin in 2009. This schedule leaves unanswered the question of whether the Northgate segment of the system will be implemented prior to, or after, 2010. Funding

for the University to Northgate light rail segment, if implemented prior to 2010, could be achieved through a combination of cost savings and additional federal, state, and/or regional commitments. In the long run, Sound Transit has revenue authority to fully fund the long range vision plan, but would require voter approval to utilize this remaining authority.

STATE FERRIES

The state has the responsibility of funding the basic needs and planned expansions for the auto ferry system included in *Destination 2030*. As per Blue Ribbon Commission recommendations it is assumed that ferry service fare box recovery increases to 80 percent by 2006, with further improvements in fare box recovery to follow. Passenger only ferries serve a particular regionally important travel market. In the future, passenger ferry service may be in part funded through regionally available funds and/or through local transit agency financial support.

STATE HIGHWAYS

The state has the responsibility of funding the basic needs and planned expansions for the state highway facilities included in *Destination 2030*. Funding for basic highway needs, such as maintenance, preservation, and investments in safety, is a state commitment. New statewide revenues to support highway investment may include new statewide dedicated and flexible sources and a guarantee of statewide revenue raised within the region invested in the region. Even assuming new statewide revenue sources are developed (consistent with the Blue Ribbon Commission recommendations), the state highway investment program faces a financial shortfall in the first ten years of *Destination 2030*. The financial shortfall continues to increase throughout the 30 years of the plan.

City of Bellevue

All state highways are regionally significant facilities. In the future, regional funds may be raised to make state highway improvements within the region. The Blue Ribbon Commission on Transportation recommends that value pricing and bonding be authorized for use by regions for investments in, and management of, transportation facilities. This recommendation is consistent with findings and recommendations of the Regional Council's Transportation Pricing Task Force. Facility-specific financing mechanisms are most appropriate on controlled facilities, where access and egress can be managed and a financial transaction (manual or electronic) can take place. And within transportation corridors that will have self-financed facilities, travel alternatives should be available, in the form of alternative modes and/or routes, to ensure that travelers can make choices that best fit their needs. In the long run, value pricing of transportation may be administered on a system-wide level to improve travel speeds, to recover infrastructure maintenance costs, and to finance capacity investments in a reliable and efficient manner. Yet, because of the complexity of defining a regional value pricing program, and due to the need for additional analysis of the consequences of implementing value pricing, specific revenues associated with facility pricing are not included in the financial strategy for *Destination 2030*.

Value pricing, bond financing, and other non-traditional financing tools will be examined for potential use in addressing the financial shortfall within the highway program. In addition, new financing tools might even reduce the need for long-term roadway capacity if financial tools help to manage facilities more efficiently. In the end, many highway projects will require the use of innovative financing that may include market-oriented finance tools. In this way, projects that are otherwise not funded through traditional highway taxing sources could demonstrate the means by which they will be funded through self-financing or other methods to be determined.

ADDITIONAL REGIONAL NEEDS

Town of Index

Other regional transportation needs, such as regional pedestrian and bicycle facility investments, trip reduction programs, and investments in intelligent transportation systems technology, are often included in other transportation programs. These investments are often part of road or transit projects, major investments in corridors, or otherwise covered by public transportation agency budgets. *Destination 2030* also includes investments in these regionally significant programs that are not elsewhere counted in programmatic cost estimates, which are displayed in the financial summary table below. Cost estimates for total planned non-motorized facilities are approximately $1.3 billion through 2010 and $3.5 billion through 2030, cost estimates for total planned vehicle trip reduction programs are approximately $550 million through 2010 and $2.3 billion through 2030. Projects and programs that are regionally significant would be eligible for regional funding as available.

CHAPTER 7

plan monitoring and assessment

Plan Monitoring

Performance monitoring completes the link between plan policies and an investment strategy designed to implement those policies. Through evaluation, over time, the region can be sure that investments are achieving desired outcomes. In order to perform this function properly, the region must develop transportation performance benchmarks against which actual transportation system performance information can be compared. Benchmarks provide policy makers and the public a framework for evaluating progress toward implementing adopted regional policies. Benchmarks can be established by describing desired policy outcomes, identifying measurable indicators for each outcome, and setting targets for these indicators at various points in the future. Truly meaningful benchmarks need to be complex and flexible enough to reflect changing and uncertain conditions in the real world, but simple and reliable enough to allow comparison over time.

The successful implementation of *Destination 2030* will depend upon the development of a performance monitoring/benchmark system that provides early warning if current practices are not having the desired results. This system of performance monitoring is also useful for refining programming criteria and decision-making processes to ensure the region's investment strategy is supporting regional policy. Programming criteria, as they relate to programmatic investments, are discussed in Chapter 5, and the region's investment strategy is discussed in Chapter 3. Plan monitoring and assessment for *Destination 2030* will address all elements of the Metropolitan Transportation System, monitoring changes in growth and development as well as transportation systems and finance.

The Regional Council will pursue a framework for continuous review that focuses on monitoring progress towards growth management and transportation objectives. A series of topical implementation monitoring reports will focus on specific data relating to implementation of VISION 2020 and *Destination 2030*, including, but not limited to, information and trends related to land development patterns, congestion, accessibility, modal split for travel by auto, carpools/vanpool, transit and non-motorized travel (pedestrian and bicycle), public and private expenditures for transportation, regional transportation funding capacity, and benchmarks as may be recommended as a result of the work of the state's Blue Ribbon Commission on Transportation.

PLAN POLICY AND GROWTH MONITORING

The Regional Council will assess regional development patterns and other growth indicators as they relate to capital investments, in order to measure progress toward preserving and making the most efficient use of transportation facilities. The Regional Council is required to certify that local transportation elements are consistent with both county-wide planning policies, and policies contained within *Destination 2030*. The Regional Council collects information about demographic, economic, and transportation trends in the region. These data have formed the foundation for analyses, policies and actions to manage growth and more effectively use transportation infrastructure dollars. Monitoring reports, such as *Regional Review*, document demographic and transportation trends, and monitor growth patterns to understand progress toward the implementation of adopted policies.

Knowledge derived from this type of monitoring should contribute to an understanding of the effectiveness of current policies, the likelihood of achieving regional goals, and in the future can be used to help refine policies and actions. Monitoring will track progress toward more integrated land use and transportation decisions, as described in Chapter 4, including:

1. Linking the regional Transportation Improvement Program programming process to growth management considerations.
2. Incorporating physical design guidelines into the policy and plan review process.
3. Identifying and communicating to local governments "best practices" for physical design guidelines, financial incentives, and development strategies.
4. Investigating issues related to concurrency and its impacts on encouraging or discouraging development where growth is desired.

SYSTEM PERFORMANCE MONITORING

Congestion is one of the major issues affecting the region's quality of life. It impacts the region's environmental condition, energy use and economic vitality. The 1995 MTP called for the development of a Congestion Management System (CMS) that would provide information to decision-makers about how well the transportation system addresses the needs of the region, better illustrate the root causes of traffic congestion, and identify possible solutions to specific problem areas. Since the adoption of the 1995 MTP, the Regional Council has published two CMS reports (in 1998 and 1999) on system performance in select corridors of the Metropolitan Transportation System. Future monitoring will include analysis of the Metropolitan Transportation System pursuant to new state requirements enacted in House Bill 1487, and will develop methods to reflect appropriate benchmarks consistent with *Destination 2030* policy and recommendations from the Blue Ribbon Commission on Transportation.

The region's Congestion Management System (CMS) helps to identify congested transportation corridors, as well as potential solutions within those corridors. More detailed corridor specific studies could be developed that would include an inventory of solutions and initiatives that have been identified or are underway, and could consider cost-effectiveness of alternatives. A further objective of the CMS is to monitor system performance over time to aid in the evaluation of corridor investments. In this manner, findings from performance monitoring can help to refine future programming decisions and will be a key factor in the successful implementation of *Destination 2030*.

University of Washington

FINANCIAL MONITORING

As is emphasized in the financial element of the plan, the *Destination 2030* investment strategy is in many ways dependent upon the successful development of new state, regional, and local funding mechanisms that are flexible enough to allow investment in the full array of regional transportation priorities.

Regional financial capacity to implement *Destination 2030* is based on the adequacy of funds for each of the five principal transportation programs — city streets, county roads, public transit, state highways, and state ferries. Under federal law, the regional transportation plan must make reasonable financing assumptions, accounting for existing or new revenue sources which can be expected to be available over the life of the plan (Title 23 USC 134). Current law revenue estimates are derived from forecasts of the principal transportation tax bases and other economic variables to estimate changes in general revenues. Future annual values for these tax bases are forecast using a series of models that rely upon outputs of the regional economic model. Forecasts of revenues are then converted to program revenue estimates, taking into account: 1) the dedicated or historical distribution of revenues to each program, and 2) the percent of generated revenues that are returned to this region. The Regional Council will continue to revise economic and financial forecasts as necessary to the tracking of financial performance over time.

Destination 2030 builds upon the recommendations of the Blue Ribbon Commission on Transportation, created by the Legislature and Governor in 1998 to conduct a comprehensive analysis of statewide transportation needs and priorities. The Blue Ribbon Commission *Final Report, December 2000* recommends that various statewide revenue sources be increased or developed. The *Final Report* recommends new regional approaches to transportation planning and programming. And, in addition to recommending the development of regional sources of transportation revenue, the Blue Ribbon Commission on Transportation recommends additional local option taxing authority. The implementation of new revenue sources will clearly require that action be taken within a number of decision-making arenas, in the state legislature, within the region, and ultimately at the polls. Clearly articulated governmental roles and responsibilities, as well as greater performance accountability and decision-making transparency, are important elements of, and products resulting from, a regionally managed fund that is focused on ensuring that transportation improvements will be made. The Regional Council will track and report on progress made toward achieving the financial goals and objectives, outlined in this plan, that support the implementation of *Destination 2030*.

Plan Assessment

This section demonstrates how *Destination 2030* addresses key policy areas, and provides some basic information about current and forecasted transportation system performance. Travel demand modeling analysis was also conducted as part of the preparation of *Destination 2030*. The purpose of the modeling analysis was to examine the possible effects of improvements to the Metropolitan Transportation System. A detailed sum-

mary of the performance data from the regional travel demand model is contained in Appendix 8. Modeling analysis provides a snapshot of plan performance under static conditions, both current and future. Significant improvements over modeled results can be achieved through strategic management of investments, the built environment, and other factors influencing the travel environment. The Regional Council will develop periodic progress reports that update measures of transportation system performance. Continued plan monitoring will allow refinement of strategies that manage transportation systems for greater efficiencies and benefits.

In 1998 the region, with a population of 3.2 million, generated over 64 million miles of travel every day, or 20.5 miles per capita. Approximately one-quarter of the region's general purpose freeway lanes were congested during the average afternoon peak travel period, while 10 percent were severely congested. Almost 60 percent of the region's freeway high occupancy vehicle lanes were congested during the afternoon peak travel period, and nearly a third were severely congested. This congestion created over 130,000 hours of delay each day, or 6.4 minutes per household. Approximately 62 percent of all trips in the region were by single occupant vehicle, 35 percent were car pools, and just under 3 percent were transit. Northwest King County, including Seattle, currently has the region's highest level of transit use, with transit comprising 9 percent of all daily trips.

City of Seattle

The region's population will increase by over 1.5 million people, or nearly 50 percent by 2030. By 2030 there will be 800,000 net new jobs in the region, a 40 percent increase during this period. Vehicle miles traveled will increase by over 50 percent over the next 30 years, from 64 million daily vehicle miles traveled to between 90 and 100 million daily vehicle miles traveled by 2030. Total daily trips in the region, on the other hand, will increase 60 percent by 2030. The region is beginning to turn the tide in the amount of per capita vehicle miles traveled. Over the life of the plan per capita vehicle miles traveled is expected to stabilize near current levels, for several reasons: (1) regional land use and development trends are causing a redistribution of jobs and housing, bringing them closer together, (2) growth management planning is reducing sprawl by encouraging growth inside the urban growth boundary, (3) the region is developing alternatives to single occupant vehicle travel, and (4) increasing costs and congestion are changing travel behavior.

Technical and policy analysis performed during the development of *Destination 2030* indicate that successful implementation of the plan will place the region well on its way to achieving its long-term growth vision. *Destination 2030* builds upon the 1995 Metropolitan Transportation Plan by advancing more complete and effective strategies to implement adopted multi-county policies. *Destination 2030* contains strategies and programs to help implement regional policies relating to maintenance, preservation, and operation of existing transportation infrastructure and services, transportation accessibility and mobility, growth management, and the regional economy. These are key regional policy areas that were utilized to select plan alternatives for environmental analysis and ultimately guided the development of *Destination 2030* (see Multi-county

Transportation Policies contained in Appendix 1). In addition, the policy areas consider the planning factors set forth in the federal transportation legislation, the Transportation Equity Act for the 21st Century (TEA-21), as well as Regional Transportation Planning Organization guidelines spelled out in state growth management legislation. This chapter evaluates how *Destination 2030* addresses these key plan policy areas.

ADVANCING MAINTENANCE, PRESERVATION AND OPTIMAL USE OF FACILITIES

Maintaining and Preserving. *Destination 2030* identifies an investment strategy and funding options. If pursued and secured, the result will be more stable funding to ensure adequate levels of maintenance and preservation for transportation facilities and services. However, a shortfall to meet all currently identified needs remains. If, on the other hand, the revenues assumed by the investment strategy are not secured, the result will be an increased deficit in meeting local and regional transportation needs.

Managing Transportation Systems. *Destination 2030's* call for application of the latest available technologies and programs designed to optimize use of transportation systems that represents a financially prudent course in light of the high cost of adding additional capacity through infrastructure investment. *Destination 2030* calls for aggressive implementation of a coordinated regional ITS system architecture which will result in using existing and planned new infrastructure as efficiently as possible.

By supporting and expanding vehicle trip reduction services and incentives to influence travel, implementing *Destination 2030* will result in significant vehicle-travel reductions for the region over the thirty year planning horizon, allowing transportation systems to function more efficiently. For example, the state's Commute Trip Reduction law has proven that trip reduction programs can have a significant impact on the populations they serve. Between 1993 and 1999, the region reduced its single-occupant vehicle rate for work commutes of CTR-covered employees by 5.5 percent. However, only 22 percent of the region's jobs are covered by the law, and only 20 percent of the region's trips are work trips. Expanding CTR, and other trip reduction services and incentives, to other work commutes could result in vehicle-travel reductions for the region.

PROMOTING ENHANCED TRANSPORTATION ACCESSIBILITY AND MOBILITY

Transportation plans often focus on the issue of mobility, and improving mobility through investment in transportation infrastructure. Measures of mobility, such as facility levels-of-service, travel time and measures of travel delay can provide information about how well transportation systems are functioning. These measures are included in Appendix 8. It is also important to understand the degree to which residents of the region have access to vital activities through a broad array of travel options. This is especially important for populations who are unable to rely upon the flexibility of the personal automobile. Accessibility and mobility are also important considerations for freight movement.

Investing in Increased Transportation Capacity. New capacity in *Destination 2030* comes balanced in the form of new roads, expanded local transit service, and better bicycle and pedestrian facilities connecting and within urban centers, transit stations and activity areas. This multi-modal, strategic approach will help achieve the regional goal of converting major urban corridors from auto-oriented commercial strips into more multi-modal, mixed-use environments. While the 1995 Metropolitan Transportation Plan included major increases in transportation capacity, *Destination 2030* significantly adds to that previously called for. In addition, *Destination 2030* embraces a strategic investment program which will result in new capacity being focused in areas where the need is greatest.

While addressing regional transportation needs, the plan will also address specific problems and bottlenecks within major travel corridors. The preferred plan will improve travel (in real terms) in several corridors by 2010, increasing travel speeds on the following facilities:

- SR 16 HOV and transit lanes from I-5 to Bremerton (Tacoma Narrows Bridge)
- I-405 general purpose lanes from Tukwila to I-90
- SR 167 general purpose and HOV lanes from I-5 to I-405
- SR 520 HOV and transit lanes from Redmond to I-5
- SR 522 general purpose, HOV, and transit lanes from I-405 to SR 2
- SR 18 general purpose, HOV, and transit lanes from I-5 to I-90
- SR 525 general purpose, HOV, and transit lanes from I-405 to Mukilteo
- I-5 HOV lanes from Thurston County to SR 16

Improving Overall Accessibility and Mobility. *Destination 2030* promotes further development of a comprehensive region-wide multi-modal transportation system to provide more transportation options, improved mobility and accessibility, and greater transit utilization.

- *Destination 2030* includes improvements for general purpose travel, car pools, transit, bicyclists and pedestrians. Of the over 2,000 new freeway and arterial lane miles included in the plan, 79 percent will be for general purpose travel and 21 percent will serve car pools and transit. If the region were constrained by current revenues, we could build only 10 percent of the new lane miles shown in *Destination 2030*.
- If the region is limited to current revenue sources, by 2030 average daily vehicle delay will have increased fourfold, to nearly 30 minutes of delay per household. With the investments identified in *Destination 2030*, however, average daily vehicle delay per household will only increase slightly from 6.4 to 7.2 minutes.

City of Auburn Commuter Rail Station

- If planned improvements are not made (current law), average afternoon peak freeway travel speeds will decline to less than 20 mph, while freeway HOV lane speeds will decrease from 42 mph to 16 mph. If *Destination 2030* is implemented, however, average general purpose freeway travel speeds within the region will nearly hold constant, decreasing slightly from 40 mph in 1998 to 36 mph in 2030.

Providing Transportation Choices. Increasing transit use resulting from implementation of *Destination 2030* demonstrates the plan's ability to be responsive to the basic mobility needs of many of the region's citizens as well as transit-dependent populations. Implementation of *Destination 2030's* investment strategy and programs would result in greater non-motorized travel opportunities than would otherwise be possible. *Destination 2030* recognizes that different parts of the region require different types of transportation improvements.

- Although very few general purpose roadway capacity improvements are planned in the Northwest King County subregion (which includes the city of Seattle), *Destination 2030* will provide significant HOV and transit facility and service improvements. This part of the region is forecast to double its current transit mode share, from 9 percent in 1998 to 18 percent in 2030. In the same time period this part of the region will reduce per capita VMT by 16 percent and average vehicle delay per household by 27 percent between 1998 and 2030.

City of DuPont

City of Renton

- *Destination 2030* calls for 80 percent more local transit service and significant investment in regional high capacity transit services, over the next thirty years. Under *Destination 2030*, transit would increase its mode share from 3 percent in 1998 to 5 percent, and would carry triple the current number of daily riders, from 285,000 in 1998 to 840,000 in 2030.
- *Destination 2030* identifies and makes significant investment in a range of regional non-motorized systems, including multi-use off-road trails, designated on-road bicycle facilities and pedestrian infrastructure. These investments will provide residents of the region with greater opportunities to make non-motorized transportation choices and provide greater access to transit services.
- *Destination 2030* guarantees continued investment in both auto and passenger ferry services. Ferry service provides an important alternative to using congested roadways to move between communities otherwise divided by Puget Sound. For example, if ferry service is discontinued and no improvements are made to the Narrows Bridge, delays in Pierce County would become intolerable, reaching over 95 minutes per day per household by 2030. Completion of the bridge and continuing ferry service avoids these significant negative impacts.

SUPPORTING GROWTH MANAGEMENT

Through the adoption of the Growth Management Act and VISION 2020, both the State of Washington and the central Puget Sound region have recognized the beneficial impacts of managing the location and phasing of growth. Reflecting the growth vision, *Destination 2030* improves mobility and accessibility through strategic investments, and responds to growth policies by encouraging development in patterns and locations that make the most efficient use of the regional transportation system.

Supporting Regional Growth Patterns. The region will see a shift in housing types over the next thirty years. Multi-family units will increase from 33 percent of all housing in 1999 to 40 percent in 2030, reflecting changing demographics. *Destination 2030* provides a clear focus on supporting development in centers through transportation investments aimed at increasing transit ridership, focusing new transportation infrastructure in already-urbanized areas, and providing additional information and tools to help implement the growth strategy. If centers do not develop as planned, the result will be increased urban sprawl, which is costly, less efficient, and contributes to loss of habitat and resource lands. *Destination 2030* promotes tools and development approaches that may assist centers and station areas to be more attractive, thereby fostering housing growth in non-auto dependent environments, and helping the region to meet its goals for housing development in centers, and for housing affordability.

Promoting Efficiency. *Destination 2030's* call for focused transit and non-motorized transportation improvements will further enhance the functioning of centers and improve overall efficiency of the region's transportation system.

MAKING STRATEGIC INVESTMENTS

Supporting Regional Economy. During the early 1990s regional public and private sector leaders participated in what came to be known as the Central Puget Sound Economic Development Strategy project. The result of this effort was a two-volume report titled *Foundations For the Future: An Economic Strategy for the Central Puget Sound Region*. Volume 2 of this report, *Strategic Opportunities and Institutional Capabilities*, outlined a broad strategic framework for guiding economic policy in the region as it prepared for the 21st Century. The following three central themes emerged from this strategic planning exercise:

- Pay attention to basic strategic issues like the education and training of the workforce and the quality of our infrastructure and institutions.
- Think about the region's economy as clusters of related enterprises, not as jurisdictional boundaries. Develop understanding of the clusters in which the region has advantage and work to strengthen those clusters.
- When evaluating public policies, business strategies and public-private actions, ask "Will this policy, strategy, or action contribute to innovation and improvement, will it strengthen our community, and will it increase our advantage as world class competitors?"

Adequate and well-maintained transportation infrastructure was recognized as playing an important economic role, by supporting the movement of people and goods in an efficient and cost effective manner. Strategic transportation investments will realize regional economic benefits. Freight investments can improve the positioning of the region compared to major port competitors, especially if the regional economy significantly adds value to traded goods. Investments that improve mobility for a large number of high value uses will realize the greatest economic benefits for the region. Individual transportation projects can have significant economic benefits relative to costs while only having a small effect on the regional economy. These projects are investments that realize high benefit returns, even though regional analysis may not directly register their influence. *Destination 2030* makes strategic transportation investments that will realize regional economic benefits as improved travel times are capitalized in the broader economy.

Freight and Goods Mobility. Delay due to congestion or other disruptions on major regional roadways can affect the timely and predictable movement of freight within and through the region. Infrastructure and programmatic improvements contained in *Destination 2030* will reduce rail freight and general purpose traffic conflicts through grade separation projects and will result in less arterial congestion. Rail track improvements will allow more efficient joint operation of passenger and freight rail services.

Mt. Rainier National Park

glossary of terms

The following terms are defined according to their intended use in this document.

Accessibility	A measure of the ability or ease of all people to travel among various origins and destinations.
Airport Ground Access	Facilities and services for passengers and freight handlers to reach airport terminals, e.g., highways, public transit, taxi, and other means of ground transportation.
Alternative Work Schedules	Programs such as compressed work weeks that eliminate employee work trips.
ATIS	Advanced Traveler Information Systems, the application of advanced technology to provide real time travel information to travelers.
ATMS	Advanced Traffic Management System, the application of advanced telecommunications technology to the surveillance and management of traffic flow, traffic data, and other traffic system information to improve efficiency.
AVCS	Automatic Vehicle Control Systems, the application of advanced technology to traffic control, including management, data acquisition, message systems, radio communications, and other systems to improve efficiency.
Benchmark Indicator	Key performance indicators for which quantifiable or directional targets may be set.
Benchmark Objectives	Key objectives the region hopes to achieve through implementation of VISION 2020.
Benchmark Target	A numerical goal or stated direction to be achieved that reflects the policy commitments of VISION 2020.

Bikeway — Any road, street, path, or right-of-way that is specifically designated in some manner as being open to bicycle travel, either for the exclusive use of bicycles or shared use with other vehicles or pedestrians.

Busway — A special roadway designed for exclusive use by buses. It may be constructed at, above, or below grade and may be located in separate rights-of-way or within highway corridors.

Bypass Lane — A reserved traffic lane on a metered freeway entry ramp which permits buses or high-occupancy-vehicles to have preferential treatment when entering the freeway.

Capital Costs — Costs of long-term physical assets, such as equipment, rights-of-way, stations, buildings, and vehicles, traditionally identified with public transportation investments.

Carbon Monoxide (CO) — Air pollutant that is a highly toxic, odorless, colorless gas. Automobile emissions are the primary source of CO.

Carpool — An arrangement in which two to six people share the use and/or costs, of traveling in privately owned automobiles between fixed points on a regular basis. See also vanpool.

Carpool Lane — A highway or street lane intended for use by transit, carpools, vanpools, and other high-occupancy vehicles.

CBD — Central business district.

Centers — Compact, well-defined areas to which a mix of higher density growth or intensive land uses will be directed, connected and served by an efficient, transit-oriented, multi-modal transportation system.

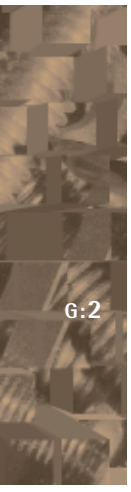
Clean Air Act (CAA) — The federal Clean Air Act identifies "mobile sources" (vehicles) as primary sources of pollution and calls for stringent new requirements in metropolitan areas and states where attainment of federal air quality standards is or could be a problem. A complementary law exists at the state level in Washington State, entitled the Clean Air Washington Act.

Clustering — Locating and organizing residential housing closer together at greater densities, to indefinitely protect and conserve open space, resource lands and environmentally critical areas.

Commercial Aviation — Aircraft activity licensed by state or federal authority to transport passengers and/or cargo.

Commute — Regular travel between home and a fixed location (e.g., work, school).

Commute Trip Reduction (CTR) Law — A state law passed in 1991, mandating that affected jurisdictions enact ordinances requiring major employers to implement programs reducing commuting VMT and SOV rates of their employees (RCW 70.94.521-551).



Commuter Rail Service — Short-haul rail passenger service operated within metropolitan and suburban areas.

Compact Communities — Urban locations outside of centers which offer transportation, housing and shopping choices that reduce the need for automobile travel and support an efficient development pattern.

Compressed Work Week — An alternative work schedule, in accordance with employer policy, that regularly allows a full-time employee to eliminate at least one work day every two weeks by working longer hours during the remaining days, resulting in fewer commute trips by the employee.

Congestion — A condition characterized by unstable traffic flows that prohibits movement on a transportation facility at optimal legal speeds. Recurrent congestion is caused by constant excess volume compared with capacity. Nonrecurring congestion is caused by actions such as special events and/or traffic accidents.

Congestion Management System (CMS) — A federally mandated program directed at specific urbanized areas to provide for programs to reduce traffic congestion.

Consistency — Guidance concerning the term consistency is provided by WAC Chapter 365-19.

Corridor — In planning, a broad geographical band that follows a general directional flow or connects major sources of trips. It may contain a number of streets and highways and transit lines and routes.

Current-Law Revenues — Income from existing, legally mandated sources. By definition, forecasts of current-law tax revenues assume changes only in the tax base not tax rates.

Discretionary Funds — Any funds whose distribution is not automatic. Decisions on the distribution of discretionary funds are usually made by an agency or person in accordance with legal/regulatory criteria.

DNS — Declaration of Non Significance, a finding of no significant environmental impact.

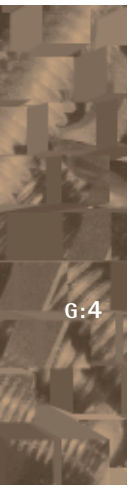
Employment Centers — Locations having a concentration of jobs or employment. Centers, which vary in size and density, serve subregional or local markets.

Equity — In transportation, a normative measure of fairness among transportation users.

Executive Board — The managerial and administrative body of the Puget Sound Regional Council. Members of the Executive Board are appointed by their General Assembly constituents to represent the member governments.

Express Bus Service — Bus service with a limited number of stops, either from a collector area directly to a specific destination or in a corridor with stops only at major transfer points/activity centers.

Facility	A physical structure allowing a transportation mode to operate (including travel, as well as the discharge and loading of passengers). Examples include highways, guideways, terminals and administrative support locations.
Feeder Service	Local transportation service that connects passengers to a major transportation service.
FHWA	Federal Highway Administration
Fixed Cost	A cost that remains relatively constant irrespective of the level of operational activity
Fixed-Route Transit	Regularly scheduled service operating repeatedly over the same street or highway pattern on a determined schedule.
Flex-Time	An employer policy allowing individual employees some flexibility in choosing the time, but not the number, of their working hours.
FTA	Federal Transit Administration (formerly Urban Mass Transportation Administration — UMTA).
General Assembly	The governing body of the Puget Sound Regional Council, composed of all members including elected officials from the executive and legislative branches of member cities, towns and counties and representatives of statutory members.
General Aviation	All aircraft which are not commercial or military aircraft.
Grade Crossing	A crossing of highways, railroad tracks, other guideways, and/or pedestrian walkways at the same level or grade.
Grade Separated	The use of tunnels, bridges and other structures to separate levels on which roadway, railroad tracks, guideways and walkways intersect.
Growth Management Act	State legislation passed in 1990 and subsequently amended which requires long-range comprehensive plans prepared by cities and counties to be balanced with supporting transportation infrastructure. (RCW 36.70A)
Guideway	In transit systems, a track or other riding surface (including supporting structure) that supports and physically guides transit vehicles specifically designed to travel exclusively on it.
Heavy Rail	An electric powered rail transit system that operates on a completely grade separated right-of-way. Generally characterized by wide station spacing (1 to 2 miles apart), high average operating speeds, and greater capacity than light rail.
High Capacity Transit	Transit systems operating, in whole or part, on a fixed guideway, dedicated right-of-way or freeway/express facility, designed to carry a large number of riders at higher speeds than conventional transit. Examples include express bus on HOV lanes, passenger ferry service, and light and heavy rail systems.



High-Occupancy-Vehicle (HOV) Lane

Highway and arterial lanes restricted for use to vehicles carrying more than two passengers with the exception of motorcycles.

High-Speed Rail — Intercity passenger rail service with high operating speeds (up to 300 m.p.h.) and limited stops (e.g., Japanese Bullet Trains, French TGV and experimental maglev systems). Used to link cities more than 100 miles apart.

Hours of Delay — The aggregate time lost by all travelers in the region on all facilities due to congestion, as measured by the time to reach destinations at posted speed limits versus traveling at a slower congested speed.

Hub-and-Spoke (Radial) — In transit operations, routes that radiate from and return to a designated area/transit facility.

Implementation Monitoring — Tracking actions considered key to the implementation of VISION 2020 and Destination 2030, e.g. refinement of the regional transportation plan, adoption or amendment of comprehensive plans, and investment in transportation programs.

Intermodal — Accommodation or interconnection of various transportation modes both for the movement of people and goods.

Intermodal Surface Transportation Efficiency Act (ISTEA)

Signed into federal law in 1991, ISTEA provides authorizations for highways, highway safety and mass transit through 1997 and serves as the basis of federal surface transportation programs. See entry for TEA-21 for updated Federal transportation authorization.

ITS — Intelligent Transportation Systems, the application of advanced technology to current transportation problems, including incident detection, signal coordination, real-time information, and other technology.

Jurisdiction — Includes counties and cities. As appropriate, the term "jurisdiction" also includes federal and state agencies and federally recognized tribes.

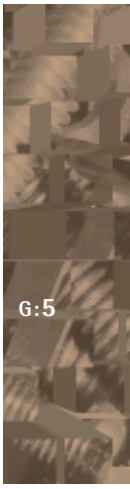
Level of Service — A gauge for evaluating system performance for roadways, transit, nonmotorized and other transportation modes. For example, roadway measures of level-of-service often assign criteria based on volume-to-capacity ratios.

Light Rail — An electric powered rail transit system that can operate on a variety of rights-of-way, ranging from mixed traffic on-street to fully grade separated. Generally characterized by narrow station spacing (every $^1/_2$ to 1 mile), slower average operating speeds, and shorter train units (with less capacity) than heavy rail.

Line-Haul Transit — Long-distance express transit operations along a designated corridor.

Local Transit Service — Service oriented toward access, egress and distribution within a specific regional activity center or localized area.

Market Incentives — In transportation demand management, measures designed to encourage shift from SOV to HOV modes by offering inducements such as preferential parking and financial incentive.



Measurable Objectives — Objectives intended to demonstrate what the region hopes to achieve in implementing VISION 2020 and Destination 2030, and from which quantifiable performance indicators can be derived.

Metropolitan Planning Organization (MPO) — Metropolitan Planning Organization, the legally mandated forum for cooperative transportation decision-making in a metropolitan planning area.

Metropolitan Transportation Plan (MTP) — Metropolitan Transportation Plan, a detailed long range transportation plan that guides future regional investments and responds to legal mandates contained in TEA-21, the 1990 Clean Air Act Amendments and the state of Washington's Growth Management Act.

Mixed-Flow — Traffic movement where autos, trucks, buses and motorcycles share traffic lanes.

Mobility — The ability of any individual to move about the region.

Mode — A particular form of travel distinguished by means of transportation used (e.g., by foot, bike, SOV, HOV, bus, train).

Mode Split — The proportion of total person-trips using various modes of transportation.

MTS — Metropolitan Transportation System, the system of regionally significant transportation facilities in a metropolitan planning area used to identify regional transportation problems, develop solutions, and monitor system performance. See Destination 2030 Appendix 4 for a more complete description.

Multimodal — Concerned with or involving more than one transportation mode.

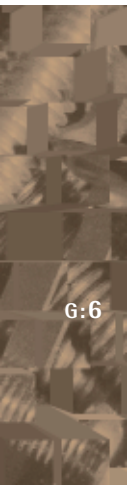
Multiplier — Multipliers account for the direct and indirect economic effects of employee earnings, purchases of goods and services, tax payments, and payments of principal and interest for a particular business sector of the economy. The impact of these effects on overall employment in the regional economy are referred to as the "multiplier" of a particular employment sector.

Network — 1) In planning, a computerized system of links and nodes that describes a transportation system. 2) In highway engineering, the configuration of highways that constitutes the total system. 3) In transit operations, a system of transit lines or routes, usually designed for coordinated operation.

Nonmotorized — Generally referring to bicycle, pedestrian and other modes of transportation not involving a motor vehicle.

OFM — Washington State Office of Financial Management, agency responsible for preparing population forecasts used by cities and counties in development of GMA comprehensive plans.

Operating Costs — The sum of all recurring costs (e.g., labor, fuel) that can be associated with the operation and maintenance of a transportation system during a given period.



Operator — An agency responsible for providing a service or operating a facility (e.g., Community Transit is a transit operator, WSDOT is the operator of the State Highway System).

Origin-Destination Study — A study of where person or vehicle trips begin and end. It may also include trip purposes and frequencies.

Ozone (O_3) — An air pollutant that is a toxic, colorless gas which is the product of the reaction of hydrocarbons (HC) and oxides of nitrogen (NO_x) in the presence of sunlight in the atmosphere. Automobile emissions are the primary source of ozone precursors.

Paratransit (Demand Response) — Transit service that is publicly or privately operated, scheduled or dispatched upon demand, providing "point-to-point" transit service. Normally used in specialized applications with user eligibility limitations (e.g., elderly and/or handicapped) or where demand is not sufficient to support fixed route service.

Park-and-Ride — An access mode to transit and other HOV-modes in which patrons drive private automobiles or ride bicycles to a transit station, stop, or carpool/vanpool waiting area and park the vehicle in the area provided for that purpose (park-and-ride lots, commuter parking lots, bicycle rack or locker).

Particulate Matter — An air pollutant that is classified as total suspended particulates (TSP) and the inhalable subgroup of TSP which is comprised of particulates 10 microns or less in diameter, particulate matter (PM10). Automobile emissions are a major source of particulate matter.

Peak Period — The period of the day during which the maximum amount of travel occurs. It may be specified as the morning (A.M.) or afternoon or evening (P.M.) peak. Peak periods in the central Puget Sound region are generally defined as from 6-9 A.M., and from 4-7 P.M.

Performance Indicator — The set of evidence that shows progress toward, movement away from, or static state in policy implementation or policy achievement. A quantitative measure of how well an activity, task or function is being performed. In transportation systems, it is usually computed by relating a measure of service output/use to a measure of service input/cost.

Performance Monitoring — A process of comparing actual performance against policies set by the planning process. It includes conducting the data collection and calculation procedures, and reporting the results on a specified regular and ongoing basis.

Person-Trip — Trip made by a person from one location to another whether as a driver, passenger or pedestrian.

Pricing — A strategy for charging users of transportation systems. It may be used to manage demand for the facility, cover costs, and/or achieve other policy objectives. Also known as Congestion Pricing, and Value Pricing.

Private-For-Hire — Privately operated common carrier or contract service (e.g., taxicabs, jitneys, private shuttles, subscription bus or van services).

PSRC — Puget Sound Regional Council, the MPO and RTPO for the central Puget Sound region.

Public Transportation — Regular transportation service by bus, rail, paratransit, van, airplane or ship, offered by a public sector operator.

Ramp Metering — Traffic signal control on an entry ramp to a freeway for regulating vehicle access.

RCW — Revised Code of Washington, the codified version of current state law.

Region — The PSRC region is comprised of King, Kitsap, Pierce and Snohomish counties.

Regional Rapid Transit — Fast, reliable form of public transportation connecting regional, metropolitan and subregional centers, capable of carrying very high volumes of passengers along routes.

Regional Transportation Improvement Program (TIP)

The 3-year, specific multimodal program of regional transportation improvements for highways, transit and other modes. The TIP consists of projects drawn from Destination 2030, as well as local plans and programs. The projects are directed at improving the overall efficiency and people-moving capabilities of the existing transportation system.

Regional Transportation Planning Organization (RTPO)

Regional Transportation Planning Organization. Under state law, PSRC is the RTPO for the central Puget Sound Region.

Rehabilitation — Similar to "Restoration" except the work may include reworking or strengthening the base or subbase, recycling or reworking existing materials to improve their structural integrity, adding underdrains, improving or widening shoulders. Rehabilitation may include acquisition of additional right of way.

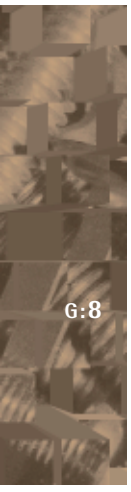
Restoration — Work performed on pavement or bridge decks to render them suitable for resurfacing. This may include supplementing the existing roadway by increasing surfacing and paving courses to provide structural capability, and widening up to a total of 10 feet. Restoration will generally be performed within the existing right of way.

Resurfacing — The addition of a layer or layers of paving material to provide additional structural integrity, improved serviceability, and rideability.

Ridematching — A process by which people who are interested in carpooling or vanpooling are linked with others based on the origin and destination of their commutes.

SEIS — Supplemental Environmental Impact Statement.

SEPA — State Environmental Policy Act (RCW 43.21c).



Single-Occupant Vehicle (SOV)

A motor vehicle occupied by the driver only.

SIP

State Implementation Plan, which the federal Clean Air Act requires, provides a blueprint of how nonattainment areas will meet national ambient air quality standards. Under federal law, Destination 2030 must conform to the SIP.

Sustainable Development

Also referred to as "sustainable communities," implies that growth and development occur in a manner that does not degrade and is balanced with the preservation and management of the natural environment and resources, and is supported by physical infrastructure and financial resources. Sustainable communities function within physical and biological limits of the environment, and support long-term use and reuse of natural resources.

System Management

Increasing travel flow on existing facilities through improvements such as ramp metering, signal synchronization, and removal of on-street parking. Improvements typically have a low capital cost, require little major construction, and can be implemented in a relatively short time frame.

TCM

Transportation Control Measure, project, program or action identified in a State Implementation Plan that will aid in the elimination or reduction of the severity in the number of violations of national ambient standards.

Telecommunications

The conveyance of information by electronic means. Examples include the telephone, interactive cable facilities, computer networks and video conference centers. Telecommunications technology may eliminate or shorten some vehicle trips but spur others.

Traffic Signal Synchronization

A process by which a number of traffic signals are synchronized to create efficient progression.

Transit Dependent

Individual(s) dependent on public transit meet private mobility needs (e.g., unable to drive, not a car owner, not licensed to drive).

Transportation Demand

The quantity of transportation desired by users.

Transportation Demand Management

The concept of managing or reducing travel demand rather than increasing the supply of transportation facilities. It may include programs to shift demand from single-occupant vehicles to other modes such as transit and ridesharing, to shift demand to off-peak periods, or to eliminate demand for some trips.

Transportation Equity Act (TEA-21)

The Transportaton Equity Act for the 21st Century was enacted June 9, 1998 as Public Law 105-178. TEA-21 authorizes the federal surface transportation programs for highways, highway saftey, and transit for the 6-year period 1998-2003. TEA-21 refined and reauthorized ISTEA.

Transportation Improvement Program

The 3-year, specific multimodal program of regional transportation improvements for highways, transit and other modes. The TIP consists of projects drawn from the Metropolitan Transportation Plan as well as local plans and programs. The projects are directed at improving the overall efficiency and people-moving capabilities of the existing transportation system.

Transportation System Management

Increasing flow of travel on existing facilities through improvements such as ramp metering, signal synchronization, and removal of on-street parking, among others. Improvements typically have a low capital cost, do not call for major construction and can be implemented in a relatively short time frame.

Urban Growth Areas (UGAs)

Those areas designated by counties pursuant to RCW 36.70A.110 (State of Washington Growth Management Act) to accommodate 20-year growth projections. As generally defined in state law, such areas are those within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.

Urban Transportation Corridor

A special type of transportation arterial distinguished by its potential to support centers or compact communities through redevelopment that is transit- and pedestrian-oriented. These corridors are located near significant concentrations of residences or employment and have the opportunity to support frequent transit service and increased pedestrian activity.

Urbanized Area An area defined by the U.S. Census Bureau according to specific criteria designed to include the entire densely-settled area around each large city. An urbanized area must have a minimum population of 50,000 persons at a density of 1,000 persons per square mile.

Vanpool An organized ridesharing arrangement in which 7 to 15 people travel together on a regular basis in a van. The van may be publicly owned, employer owned, individually owned, leased, or owned by a third party. Expenses are shared and there is usually a regular volunteer driver. See also carpool.

Vehicle Miles Traveled 1) On highways, a measurement of the total miles traveled by all vehicles in the area for a specified time period. 2) In transit, the number of vehicle miles operated on a given route or line or network during a specified time period.

Vehicle Trip Trips made by vehicles, including drivers and passengers. A bus with driver and passengers is one vehicle trip

Volume-to-Capacity Ratio A measure of potential roadway capacity. The ratio of the existing amount of vehicular travel for a roadway to the amount of designed capacity on the roadway.

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