

# DESTINATION 2030

metropolitan transportation plan

for the central puget sound region — technical appendices



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**May 24, 2001**

Puget Sound Regional Council

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## contents

Appendix 1: Regional Growth Management and Transportation Policies .....	A1:1
Appendix 2: Environmental Justice .....	A2:1
Appendix 3: Air Quality Conformity .....	A3:1
Appendix 4: The Metropolitan Transportation System .....	A4:1
Appendix 5: Regional High Occupancy Vehicle System Policies .....	A5:1
Appendix 6: Guidance for Plan Amendment and Capacity Investment Decisions .....	A6:1
Appendix 7: Regional Aviation .....	A7:1
Appendix 8: Destination 2030 System Performance .....	A8:1

### UNDER SEPARATE COVER:

Appendix 9: Projects on MTS Facilities





## APPENDIX 1

# regional growth management

# and transportation policies

*TEA-21 Planning Factors, State Required Factors for Regional Guidelines and Principles, and Adopted Multi-County Planning Policies*

## Federal Transportation Planning Requirements (23 USC 134)

*Destination 2030* was developed to satisfy certain federal and state planning requirements. Federal transportation planning legislation, first adopted in 1991 as the Intermodal Surface Transportation Efficiency Act (ISTEA), and reauthorized in 1998 as the Transportation Equity Act for the 21st Century (TEA-21), calls for transportation strategies in metropolitan regions to address a number of planning factors. See Title 23, U.S.C., § 134. TEA-21 continues the intent established under ISTEA to broaden and strengthen the ability of urban regions to link comprehensive planning programs with funding decisions for transportation projects. The law states:

It is in the national interest to encourage and promote the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development within and through urbanized areas, while minimizing transportation-related fuel consumption and air pollution. To accomplish this objective, metropolitan planning organizations, in cooperation with the state and public transit operators shall develop transportation plans and programs for urbanized areas of the state. The plans and programs for each metropolitan area shall provide for the development and integrated management and operation of transportation systems and facilities (including pedestrian walkways and bicycle transportation facilities) that will function as an intermodal transportation system for the metropolitan area and as an integral part of the intermodal transportation system for the State and the United States. The process for developing the plans and programs shall provide for consideration of all modes of transportation and shall be continuing, cooperative, and comprehensive to the degree appropriate, based on the complexity of the transportation problems to be addressed. (*Title 23, U.S.C., § 134*)

TEA-21 requires the consideration of the following seven planning factors:

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

Several of these factors provide a context for linking transportation planning and programs with growth and development considerations.

Federal law requires an update of a region's metropolitan transportation plan every three years. In 1998 the Regional Council developed a progress report on the 1995 Metropolitan Transportation Plan to satisfy this requirement. However, for 2001, a more extensive update was developed. *Destination 2030* provided an opportunity to build in many of the programs and provisions that were developed in the five years since the 1995 Metropolitan Transportation Plan was adopted. For example, in 1996, voters in the central Puget Sound region approved a measure to develop high-capacity transit in King, Pierce and Snohomish counties. *Destination 2030* reflects this decision, as well as other changes to projects, programs, and policies in the region.

### **Washington State's Growth Management Act (RCW 36.70A; 47.80)**

Both the 1995 VISION 2020 Update and *Destination 2030* reflect the guidance and requirements of Washington State's Growth Management Act (GMA). This Act, adopted initially in 1990 and amended several times between 1991 and 1998, establishes planning goals and requirements for multicounty, countywide, and local planning. A Regional Transportation Planning Organization (RTPO) provision in the GMA provides additional directives for regional transportation planning. See RCW 47.80.

When the GMA was first adopted in 1990, it was intended to provide the means by which local governments could create and adopt comprehensive plans and development regulations to address escalating development pressures of rapidly growing urbanized areas. The focus of the GMA is to encourage development in identified urban growth areas in order to support efficient expansion of infrastructure and services, including transportation facilities, and to preserve rural and resource lands.

Local plans are directed to include specific topics or "elements" that must be incorporated into the plan. Optional elements may be included at the discretion of the local jurisdiction. The discussion contained within the local comprehensive plan policies, as well as the directives for land use development and the provision of transportation facilities, are to reflect an interrelationship between land use and transportation and are to be mutually supportive. See RCW 36.70A.

The GMA requires that all comprehensive plans be both internally consistent, and coordinated with one another. More specifically land use designations plans (including the type, extent, density, and area growth) must be coordinated with those standards and strategies that are outlined in the transportation element of the local plan in order to maintain a sufficient level of service. The GMA clearly directs that the approval of



new development be subject to either concurrent improvement of the transportation system, or to the commitment to complete improvements within a six-year period following project approval (RCW36.70A.070 (6)).

Recognizing that an efficient transportation system is created from the coordinated integration of transportation planning and land use decisions throughout local jurisdictions, the GMA authorized and sanctioned the creation of regional transportation planning organizations, such as the Puget Sound Regional Council (PSRC). These organizations perform a number of functions that develop growth strategies including:

- Preparation of a regional transportation plan which considers and coordinates policy consistency of state and local transportation plans.
- Preparation and execution of periodic updates to regional strategies which focus on modes and transportation demand management.
- Certification that comprehensive plans prepared by local jurisdictions are consistent with the regional transportation plan.
- Development of a regional transportation improvement program (TIP) which prioritizes local projects and programs, and a financial plan that details program funding.

In addition, the GMA calls for RTPOs to develop regional guidelines and principles, which are to provide direction both for regional transportation plans and for local transportation planning. These guidelines and principles are also to serve as a basis for the certification of transportation elements in local comprehensive plans, when reviewed for conformity with GMA requirements and consistency with the adopted regional transportation plan (RCW 47.80). Ten factors are identified for developing regional guidelines and principles:

1. Freight transportation and port access.
2. Development patterns that promote pedestrian and non-motorized transportation, circulation systems, access to regional system, and effective and efficient highway systems.
3. Transportation demand management.
4. Present and future railroad right-of-way corridor.
5. Intermodal connections.
6. Concentration of economic activity.
7. Residential density.
8. Development corridors and urban design that support high-capacity transit.
9. Ability of transportation facilities and programs to retain existing and attract new jobs and private investment to accommodate growth in demand.
10. Joint and mixed-use development. (RCW 47.80)

These factors place a great deal of emphasis on land use considerations impacting transportation, particularly development patterns, residential densities, concentrations of economic activity, urban design, and mixed-use development. The GMA not only provides the opportunity to link land use and transportation planning, it provides a clear directive that such a linkage be made in the area of regional transportation planning, and as a basis for coordination between regional and local planning efforts. The whole set of policies in *Destination 2030* serves as the "regional guidelines and principles" for the central Puget Sound region. This Appendix documents those adopted policies.

Finally, the state RTPO legislation requires a review of regional transportation plans every two years. *Destination 2030* satisfies this requirement.

## VISION 2020: The Region's Growth Strategy

VISION 2020 serves as King, Kitsap, Pierce and Snohomish counties' integrated long-range growth management, economic and transportation strategy. It contains strategies and policies addressing eight key components of regional growth and development. These components are: 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. Multicounty planning policies, required under the Growth Management Act, have been adopted for each of these components. These multicounty policies are meant to guide countywide and local planning efforts.

VISION 2020 calls for locating development in defined urban growth areas, creating compact communities with employment and housing growth focused in centers. This strategy is designed to foster a greater mix of land uses, a more complete and efficient network of streets and other public rights-of-way, and, in general, support an urban environment which is amenable to walking, biking and using transit. VISION 2020 also aims to conserve forests and other natural resources, and to preserve rural areas through low-density residential living maintained by rural levels of service and locating employment, housing and services in cities and towns in rural areas. It represents a major public policy commitment to both managed growth and the efficient provision of public services and facilities, particularly transportation investments that emphasize transit, ride-sharing, demand management and the maintenance of current facilities.

### LINKING THE REGION'S GROWTH AND TRANSPORTATION STRATEGIES

The overall transportation strategy embodied in VISION 2020 promotes the development of a coordinated transportation system that is integrated with and supported by the growth management strategy. The system will coordinate transportation of different types, including travel by automobile, transit, rail, ferry, bicycle, and foot. VISION 2020 is intended to focus new development in urban growth areas, compact urban communities, designated urban centers and along urban travel corridors.

This strategy is designed to foster a greater mix of land uses, a more complete and efficient network of streets and other public rights-of-way, and to support an urban environment which is more amenable to walking, biking, and using transit.

To support this 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, including private vehicle, public transit, ridesharing, walking, biking and various freight modes.

VISION 2020 includes multicounty planning policies which, as required by the State Growth Management Act, articulate the overall policy direction of the region. See RCW 36.70A.210(7). Multicounty policies included in the 1995 VISION 2020 Update provide direction for transportation planning and investment decisions and form the policy framework for development of *Destination 2030*. The multicounty policies provide direction for development in urban growth areas, contiguous and orderly development, siting of regional capital facilities, housing, growth in rural areas, open space and resource protection, economic development, and transportation. Because VISION 2020 is an integrated growth management, economic, and transportation strategy, the *Destination 2030* policy framework is comprised of general, regional framework policies from each of these areas as well as more specific transportation policies. The following multicounty framework and transportation policies comprise the impetus that guided development of both the 1995 Metropolitan Transportation Plan and *Destination 2030*. They represent a subset of the policies contained in VISION 2020.

## Adopted Multicounty Framework Policies – RCW 36.70A.210

### URBAN GROWTH AREAS:

RG-1 Locate development in urban growth areas to conserve natural resources and enable efficient provision of services and facilities. Within urban growth areas, focus growth in compact communities and centers in a manner that uses land efficiently, provides parks and recreation areas, is pedestrian-oriented, and helps strengthen communities. Connect and serve urban communities with an efficient, transit-oriented, multimodal transportation system.

### CONTIGUOUS AND ORDERLY DEVELOPMENT:

RC-2 Coordinate provision of necessary public facilities and service to support development and to implement local and regional growth planning objectives. Provide public facilities and services in a manner that is efficient, cost-effective, and conserves resources. Emphasize interjurisdictional planning to coordinate plans and implementation activities and to achieve consistency.

### REGIONAL CAPITAL FACILITIES:

RF-3 Strategically locate public facilities and amenities in a manner that adequately considers alternatives to new facilities (including demand management), implements regional growth planning objectives, maximizes public benefit, and minimizes and mitigates adverse impacts.

### HOUSING:

RH-4 Provide a variety of choices in housing types to meet the needs of all segments of the population. Achieve and sustain an adequate supply of low-income, moderate-income and special needs housing located throughout the region.

### RURAL AREAS:

RR-5 Preserve the character of identified rural areas by protecting and enhancing the natural environment, open space and recreational opportunities, and scenic and historic areas; support small-scale farming and forestry uses; permitting low-density residential living and cluster development maintained by rural levels of service. Support cities and towns in rural areas as locations for employment, mix of housing types, urban services and cultural activities.

### OPEN SPACE, RESOURCE PROTECTION AND CRITICAL AREAS:

RO-6 Use rural and urban open space to separate and delineate urban areas and to create a permanent regional greenspace network. Protect critical areas, conserve natural resources, and preserve lands and resources of regional significance.

### ECONOMICS:

RE-7 Foster economic opportunity and stability, promote economic well being, and encourage economic vitality and family wage jobs while managing growth. Support effective and efficient mobility for people, freight, and goods that are consistent with the regions growth and transportation strategy.

Maintain region-wide information about past and present economic performance. Assess future economic conditions that could affect the central Puget Sound region.

**TRANSPORTATION:**

**RT-8** Develop a transportation system that emphasizes accessibility, includes a variety of mobility options, and enables the efficient movement of people, goods and freight, and information.

## **Adopted Multicounty Transportation Policies**

### **OPTIMIZE AND MANAGE THE USE OF TRANSPORTATION FACILITIES AND SERVICES**

- RT-8.1** Develop and maintain efficient, balanced, multimodal transportation systems which provide connections between urban centers and link centers with surrounding communities by:
- Offering a variety of options to single-occupant vehicle travel.
  - Facilitating convenient connections and transfers between travel modes.
  - Promoting transportation and land use improvements that support localized trip-making between and within communities.
  - Supporting the efficient movement of freight and goods.
- RT-8.2** Promote convenient intermodal connections between all elements of the regional transit system (bus, rail, ferry, air) to achieve a seamless travel network which incorporates easy bike and pedestrian access.
- RT-8.3** Maintain and preserve the existing urban and rural transportation systems in a safe and usable state. Give high priority to preservation and rehabilitation projects, which increase effective multimodal and intermodal accessibility, and serve to enhance historic, scenic, recreational and/or cultural resources.
- RT-8.4** Maximize multimodal access to marine ferry routes through:
- a. Coordinated connections to land-based transit.
  - b. Safe and convenient bicycle and pedestrian linkages.
  - c. Preferential access for high-occupancy vehicles, and freight and goods movement on designated routes.
- RT-8.5** Encourage public and private sector partnerships to identify freight mobility improvements which provide access to centers and regional facilities, and facilitate convenient intermodal transfers between marine, rail, highway and air freight activities, to and through the region.
- RT-8.6** Promote efficient multimodal access to interregional transportation facilities such as airports, seaports, and inter-city rail stations.
- RT-8.7** Where increased roadway capacity is warranted to support safe and efficient travel through rural areas, appropriate rural zoning and strong commitments to access management should be in place prior to authorizing such capacity expansion in order to prevent unplanned growth in rural areas.
- RT-8.8** Support transportation system management activities, such as ramp metering, signalization improvements, and transit priority treatments, to achieve maximum efficiency of the current system without adding major new infrastructure.

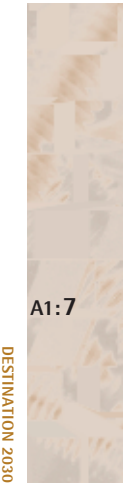
- RT-8.9 Develop and periodically update regional transportation system performance standards to assist in the development of level-of-service standards for state owned and/or operated transportation facilities which seek to assure effective coordination and mutual benefit between local and state transportation systems.
- RT-8.10 Support the retrofit of existing roadways and other transportation facilities to control and reduce noise, polluting runoff and barriers to fish passage.

**MANAGE TRAVEL DEMAND ADDRESSING TRAFFIC CONGESTION AND ENVIRONMENTAL OBJECTIVES**

- RT-8.11 Promote demand management and education programs that shift travel demand to non-single-occupant vehicle travel modes and to off-peak travel periods, and reduce the need for new capital investment in surface, marine and air transportation.
- RT-8.12 Support transportation system management programs, services, and facility enhancements which improve transit's ability to compete with single-occupant vehicle travel times.
- RT-8.13 Regional, major corridor, and urban center goals should be established reflecting regional policy intent to achieve increased proportional travel by transit, high-occupancy vehicle, and nonmotorized travel modes to achieve reduced dependence on single-occupant vehicle travel, with the greatest proportional increases in urban centers. Such goals should be set for 5- to 10-year periods and periodically updated in consultation with local jurisdictions, transit agencies and WSDOT.
- RT-8.14 Emphasize transportation investments that provide alternatives to single-occupant vehicle travel to and within urban centers and along corridors connecting centers.
- RT-8.15 Develop a public dialogue and seek broad public support for implementation of transportation pricing strategies, which can reduce subsidies for less efficient travel and manage travel demand. Pricing strategies are intended to assist in achieving growth management and economic development goals and policies, and should also support objectives for energy conservation, air quality improvement and congestion management.
- RT-8.16 Support opportunities to use advanced transportation and information technologies, which demonstrate support for regional growth and transportation strategies.

**FOCUS TRANSPORTATION INVESTMENTS SUPPORTING TRANSIT AND PEDESTRIAN-ORIENTED LAND USE PATTERNS**

- RT-8.17 Integrate land use and transportation solutions that offer the best opportunity to reduce air pollution, conserve energy, and protect the natural environment.
- RT-8.18 Investments in transportation facilities and services should support compact, pedestrian-oriented land use development throughout urban communities, and encourage growth in urban areas, especially in centers.
- RT-8.19 Promote transportation improvements that support the redevelopment of lower-density, auto-dominated arterials to become more pedestrian and transit compatible urban transportation corridors.
- RT-8.20 Encourage a mix of land uses and densities at major transit access points to meet passenger needs and offer an opportunity to reduce vehicle trips.



- RT-8.21 Promote the development of local street patterns and pedestrian routes that provide access to transit services within convenient walking distance of homes, jobs, schools, stores, and other activity areas.
- RT-8.22 Support the establishment of high capacity transit stations that advance regional growth objectives by:
  - a. Maximizing opportunities to walk, bike or take short transit trips to access regional transit stations.
  - b. Locating stations within urban centers and at sites supporting development of concentrated urban corridors.
  - c. Providing direct, frequent and convenient regional transit service between urban centers.
  - d. Providing system access to urban areas in a manner that does not induce development in rural areas.
- RT-8.23 Regional high capacity transit station area guidelines should be developed by the Puget Sound Regional Council in cooperation with the Regional Transit Authority, WSDOT, local transit agencies, and local jurisdictions to establish regionally consistent expectations of appropriate development in the vicinity of high capacity transit stations (including rail, major bus, and ferry) that best support and assure effective utilization of the regional transit system.
- RT-8.24 The regional high capacity transit station area guidelines should be addressed by the Regional Transit Authority, transit agencies and WSDOT in conducting planning activity through interlocal agreements to be developed with local jurisdictions for station area planning. Such planning shall set forth conditions for development and access around high capacity transit stations. Consistency with transit station area guidelines, in conjunction with other regional policies, should be addressed in developing the regional transit system within corridors.
- RT-8.25 Local jurisdictions that are or will be directly served by the high capacity transit system identified in the Metropolitan Transportation Plan should develop specific station area plans as part of their comprehensive planning efforts that provide for development, services and facilities sufficient to support efficient transit service commensurate with the regional investment in transit. Local station area plans should be consistent with regional high capacity transit station area guidelines, and at a minimum address land use and density, transit-supportive development regulations, urban design, parking, and nonmotorized and motorized access.

**EXPAND TRANSPORTATION CAPACITY OFFERING GREATER MOBILITY OPTIONS**

- RT-8.26 Upon potential achievement of broad public support, regional transportation pricing strategies should be considered as a method to assist in financing the costs for development, maintenance and operation of the regional multimodal transportation system in order to reflect a more direct relationship between transportation system costs and benefits.
- RT-8.27 Promote an interconnected system of high-occupancy vehicle lanes on limited access freeways that provides options for ridesharing and facilitates local and express transit services connecting centers and communities. Assure safe and effective operation of the HOV system at intended design speed for transit vehicles while also enabling the region to assure attainment and maintenance of federal and state air quality standards.

- RT-8.28 Support the design and development of components of the regional high-occupancy vehicle (HOV) system, which improve transit access and travel time relative to single-occupant vehicle travel.
- RT-8.29 Promote and support the development of arterial HOV lanes and other transit priority treatments in urban areas to facilitate reliable transit and HOV operations.
- RT-8.30 Promote and assist in coordinated development and operation of high speed intercity rail corridor services and facilities connecting the Puget Sound region with effective interregional and interstate transportation mobility which may reduce highway and air travel demands in such corridors.
- RT-8.31 Support effective management and preservation of existing regional air transportation capacity and ensure that future air transportation capacity and phasing of existing airport facilities needs are addressed in cooperation with responsible agencies. Coordinate this effort with long-range comprehensive planning of land use, surface transportation facilities for effective access, and development of financing strategies.
- RT-8.32 Ensure adequate capacity to serve cross-sound travel demands that focus on foot-passenger travel and freight and goods movement. Promote convenient connections for foot-passengers to the regional transit network.
- RT-8.33 Develop a regionally coordinated network of facilities for pedestrians and bicycles which provides effective local mobility, accessibility to transit and ferry services and connections to and between centers.
- RT-8.34 Support the development of roadways when they are needed to provide more efficient connections for a comprehensive road network to move people and goods when such roads will not cause the region to exceed air quality standards.
- RT-8.35 Support appropriate development of freight access improvements for greater reliability and efficiency in the movement of freight and goods. Such improvements may include but are not limited to consideration of exclusive freight access facilities and/or preferential freight access where appropriate.
- RT-8.36 Transportation investments in major facilities and services should maximize transportation system continuity and be phased to support regional economic development and growth management objectives.
- RT-8.37 Improve intermodal connections between high capacity transit stations, (including ferry terminals, rail stations, and bus centers), major transfer points, and the communities they serve, primarily through more frequent and convenient transit service.
- RT-8.38 Support opportunities to redevelop the road system as multimodal public facilities which accommodate the needs of pedestrians, cyclists, transit, high-occupancy vehicles, automobiles, and trucks.
- RT-8.39 Develop a high-capacity transit system along congested corridors that connects urban centers with frequent service sufficient to serve both community and regional needs.
- RT-8.40 Encourage, when possible, the use of local labor when building regional transportation systems and components which could generate new economic and employment opportunities.

## **Additional Adopted Multicounty Policies Related to Regional Guidelines and Principles – RCW 47.80**

The following VISION 2020 policies, in addition to the adopted Multicounty Framework and Transportation Policies, satisfy the objectives of the Region's Guidelines and Principles, pursuant to RCW 47.80.

### **CONCENTRATION OF ECONOMIC ACTIVITY**

**RE-7.6** Promote economic opportunity by encouraging employment growth in all centers, and foster strength and sustainability by supporting centers-based economic strategies identified in local comprehensive plans and countywide planning policies.

### **RESIDENTIAL DENSITY**

**RG-1.9** Encourage growth in compact, well-defined urban centers which: (1) enable residents to live near jobs and urban activities, (2) help strengthen existing communities, and (3) promote bicycling, walking and transit use through sufficient density and mix of land uses. Connect and serve urban centers by a fast and convenient regional transit system. Provide service between centers and nearby areas by an efficient, transit-oriented, multi-modal transportation system.

**RG-1.10** Provide opportunities for creation of town centers in urban areas that: (1) serve as focal points for neighborhoods and major activity areas, (2) include a mix of land uses, such as pedestrian-oriented commercial, transit stops, recreation and housing, and (3) encourage transit use, biking and walking through design and land use density.

### **DEVELOPMENT CORRIDORS AND URBAN DESIGN THAT SUPPORT HIGH-CAPACITY TRANSIT**

**RG-1.6** Support the transformation of low-density auto-oriented transportation corridors to higher-density mixed-use urban transportation corridors when redevelopment would not detract from centers or compact communities. Corridors that offer potential include those that are located near significant concentrations of residences or employment, and have the potential to support frequent transit service and increased pedestrian activity. Encourage the redevelopment of these arterials through:

- a. Addition of transit facilities, pedestrian-oriented retail, offices, housing, and public amenities.
- b. Building design and placement, street improvements, parking standards, and other measures that encourage pedestrian and transit travel.
- c. Provision of pedestrian and bicycle connections between transportation corridors and nearby neighborhoods.

### **ABILITY OF TRANSPORTATION FACILITIES AND PROGRAMS TO RETAIN EXISTING AND ATTRACT NEW JOBS AND PRIVATE INVESTMENT TO ACCOMMODATE GROWTH IN DEMAND**

**RE-7.12** Through broad participation of the private sector and major institutions, identify transportation requirements and improvements necessary to sustain and enhance existing economic activity in the region and promote accessibility to and within all centers for people, information, and goods.

**RE-7.13** Identify the transportation requirements of leading and emerging sectors of the regional economy, and develop a multi-modal transportation system that recognizes the distinctive needs of



all business sectors of the regional economy to move goods, people and information within and through the region.

**RE-7.14** Coordinate investments in transportation infrastructure with the needs of the private sector to maximize the development of current and future industrial sites, including existing ports, and to enhance the movement of goods, information and services within and between manufacturing/ industrial centers.

**RE-7.15** Maintain and enhance the economic viability of centers and compact communities by improving accessibility to commercial and retail sector activities and promoting circulation of goods and people.

#### **JOINT AND MIXED USE DEVELOPMENTS**

**RG-1.9** Encourage growth in compact, well-defined urban centers which: (1) enable residents to live near jobs and urban activities, (2) help strengthen existing communities, and (3) promote bicycling, walking and transit use through sufficient density and mix of land uses. Connect and serve urban centers by a fast and convenient regional transit system. Provide service between centers and nearby areas by an efficient, transit-oriented, multi-modal transportation system.