

The Regional Transportation Plan — 2018



April 2018

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DRAFT / The Regional Transportation Plan — 2018



Puget Sound Regional Council

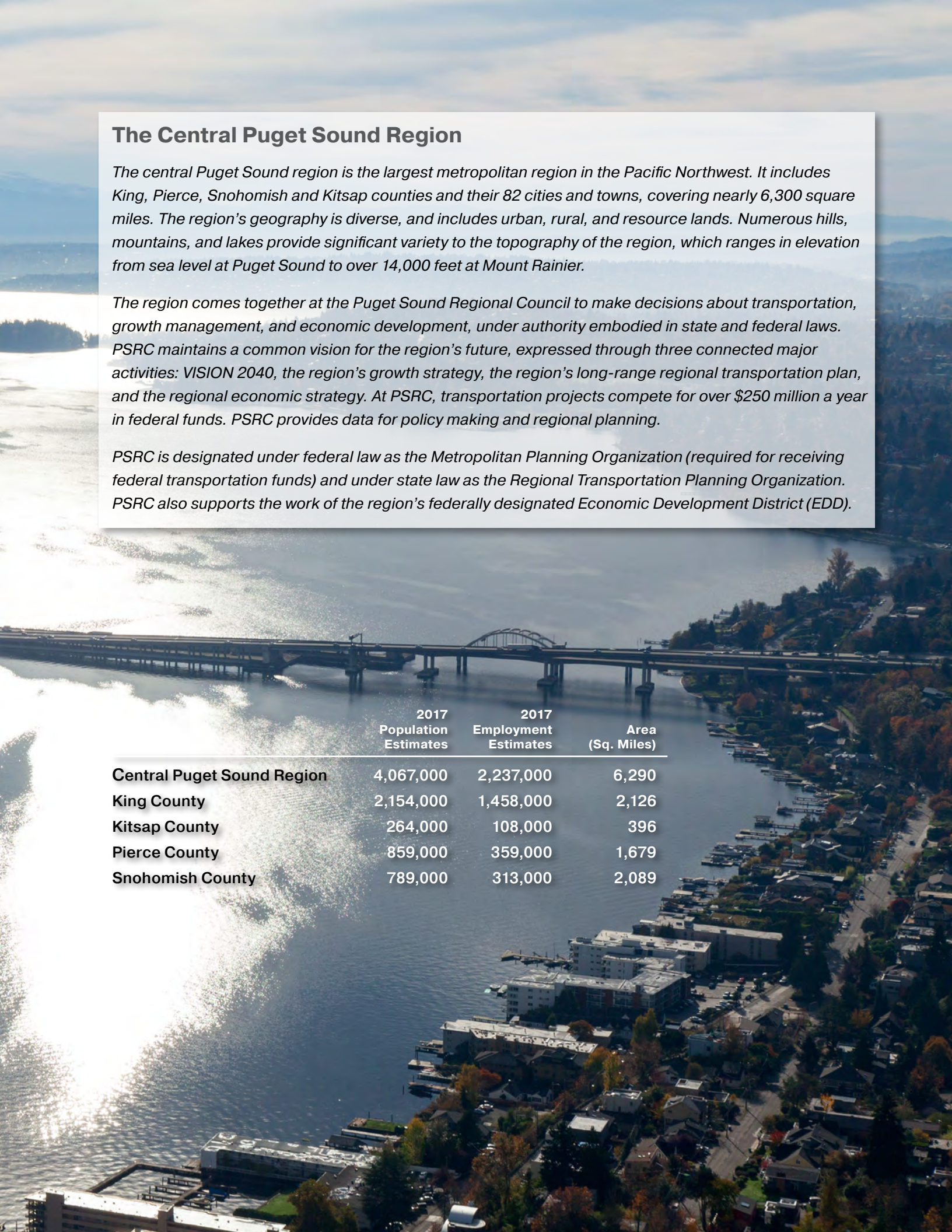


The Central Puget Sound Region

The central Puget Sound region is the largest metropolitan region in the Pacific Northwest. It includes King, Pierce, Snohomish and Kitsap counties and their 82 cities and towns, covering nearly 6,300 square miles. The region's geography is diverse, and includes urban, rural, and resource lands. Numerous hills, mountains, and lakes provide significant variety to the topography of the region, which ranges in elevation from sea level at Puget Sound to over 14,000 feet at Mount Rainier.

The region comes together at the Puget Sound Regional Council to make decisions about transportation, growth management, and economic development, under authority embodied in state and federal laws. PSRC maintains a common vision for the region's future, expressed through three connected major activities: VISION 2040, the region's growth strategy, the region's long-range regional transportation plan, and the regional economic strategy. At PSRC, transportation projects compete for over \$250 million a year in federal funds. PSRC provides data for policy making and regional planning.

PSRC 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. PSRC also supports the work of the region's federally designated Economic Development District (EDD).



	2017 Population Estimates	2017 Employment Estimates	Area (Sq. Miles)
Central Puget Sound Region	4,067,000	2,237,000	6,290
King County	2,154,000	1,458,000	2,126
Kitsap County	264,000	108,000	396
Pierce County	859,000	359,000	1,679
Snohomish County	789,000	313,000	2,089

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EXIT 8
24th St NW
Tacoma Narrows
Airport
1 1/2 MILES
RIGHT LANE ONLY

SPEED
LIMIT
60

Tacoma Narrows Bridge

CHAPTER

1

Toward a Sustainable Transportation System



Travel times on the region's key highway corridors have doubled since 2010, adding time and uncertainty to peak commutes from Everett to Seattle. I-5 congestion along Joint Base Lewis McChord and through Tacoma complicate base logistics, interfere with on time freight and goods movement, and frustrate drivers.

The Regional Transportation Plan lays out a set of steps that are designed to improve transportation in the region. The plan helps to move people and goods, improve the quality of air and water, and strengthen the region's comparative economic advantages in a sustainable manner. The plan

helps to steward the environment for future generations, grow economic opportunities for everyone, invest in neighborhoods, and foster innovation.

Building on VISION 2040, the Regional Transportation Plan lays out a vision for the future of transportation in the central Puget Sound region, while ensuring the plan meets the diverse needs of people across the four counties.

The plan establishes three integrated strategies for addressing: (1) congestion and mobility, (2) the environment, and (3) transportation funding. These strategies address the need for a large and sustainable investment in the region's transportation system to meet the needs of a growing population.

Sustainable mobility extends to the movement of freight. The Puget Sound region is a major North American gateway for trade with Pacific Rim countries and is the major economic engine for Washington state. A transportation system that provides for the efficient movement of freight and goods is critical for the region's economic prosperity.

The Regional Transportation Plan prioritizes investments for those parts of the region expected to accommodate the most growth, especially centers and compact urban communities. It implements the VISION 2040 regional growth strategy by targeting transportation investments that ensure people can get to work and recreation, that freight and goods movement can supply businesses and factories, and that ports can continue to function as regional and global gateways.

The regional plan envisions a sustainable transportation system that meets the region's diverse mobility needs and is safe, secure and efficient. Sustainable transportation involves moving people and goods in ways that support a healthy environment and a strong economy. The plan recognizes the opportunity to address past harms to the natural environment, and to improve water and air quality. It includes the design of walkable cities and bikable neighborhoods, as well as facilitation of telework and other options to reduce or eliminate trips. Sustainable transportation means relying on cleaner and renewable sources of energy. It means employing innovative design and construction methods — as seen in green streets and pervious paving materials — that can minimize environmental impacts.

The Regional Transportation Plan sets the region on course to significantly reduce greenhouse gas emissions consistent with state limits through a flexible and balanced approach of land use, pricing, choices, and technology.

Finally, the plan takes steps to move the region toward a sustainable financial future, identifying new potential financing strategies that not only provide needed revenue, but also reduce vehicle miles traveled and delay, improve reliability, and support more choices for people to meet their daily travel needs — provided they prove acceptable to the state's elected leaders and the people they serve.



Supporting VISION 2040

City of Bremerton

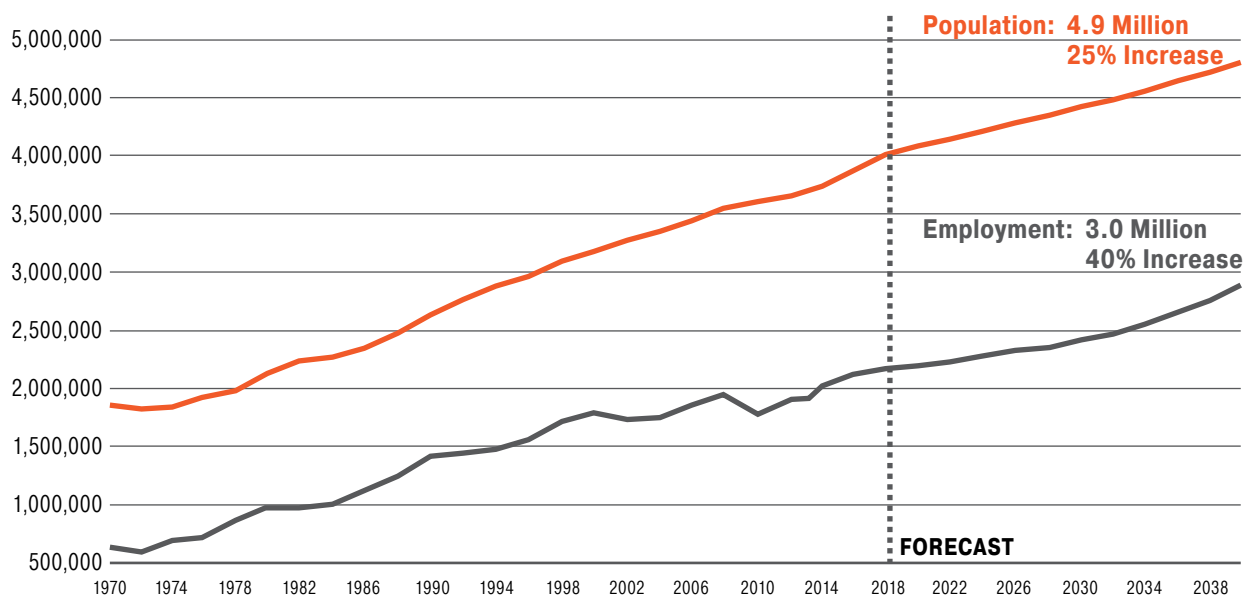
VISION 2040, adopted in 2008, serves as the region's long-range growth strategy. VISION 2040 promotes the well-being of people and communities, economic vitality, and a healthy environment.

In adopting VISION 2040, the region established a regional growth strategy for accommodating additional population and job growth expected by the year 2040.

The central Puget Sound region continues to grow at a fast pace. In 2016, 82,000 new residents were born or moved into the region, with one million additional people expected by 2040. The economy is one of the hottest in the country, with 333,000 new jobs created since 2010, and growth likely to continue. VISION 2040 was developed with the assumption of nearly 5 million residents and 3 million jobs by 2040. That represents a 25 percent increase in population and 40 percent increase in jobs compared to 2016. This rate of growth has increased pressure on the

region's housing market and transportation system, with housing costs, congestion, and the need for more travel options at the forefront of public concern.

Figure 1. Population and Employment in the Central Puget Sound Region, 1970-2040



PSRC has just started to plan ahead beyond 2040. Early work includes a new forecast, released in early 2018, indicating more growth by 2040 than assumed for this transportation plan. That new forecast estimates regional population at 5.3 million in 2040, and about three million jobs — 400,000 more people in 2040 than the forecast used to develop this plan. VISION 2050 is being developed with the new forecast and will create new land use assumptions for the next update of the region's transportation plan, anticipated in 2022. For more information on how the regional forecasts are developed and the steps to incorporate them into transportation planning, see Appendix R.

VISION 2040 promotes an environmentally friendly growth pattern to contain the expansion of urban growth areas, conserves farm and forest lands, supports compact communities where people may both live and work, and focuses new employment and housing in vibrant urban centers.

VISION 2040's multicounty planning policies (required by the Growth Management Act) provide an integrated framework for addressing land use, economic development, transportation, public facilities, and environmental issues. These policies provide the framework for the region's transportation plan, promoting the development of a coordinated, multimodal transportation system that is integrated with and supported by more balanced and varied land use patterns. The strategy's preferred pattern of urbanization has been designed to support economic prosperity, promote affordable housing, improve mobility, and make efficient use of existing and planned infrastructure. See Appendix A for the complete text of adopted multicounty planning policies.

In early 2018, PSRC will begin to extend the planning horizon to the year 2050. The VISION 2050 plan is expected to be adopted in 2020.

The Foundation: Land Use and Transportation

The central Puget Sound region has long recognized the fundamental link between land use and transportation, and the implications for the environment and economy. VISION 2040 makes a strong connection between the region's natural environment and the built environment. In terms of transportation, this means moving into a cleaner, more sustainable future to address mobility and accessibility needs. VISION 2040 states "sustainable transportation involves the efficient and environmentally sensitive movement of people, information, goods and services, with attention to health and safety." Sustainable transportation includes minimizing the impacts of transportation activities, reducing carbon and other emissions, and protecting water quality by relying on cleaner modes of travel and alternative energy resources.

The Regional Transportation Plan emphasizes land use practices and planning tools that are important to improving mobility and accessibility. Land use regulatory reforms, financial incentives, and development strategies can leverage local planning to focus growth into centers, transit station areas, and compact communities, where walking, bicycling, and transit provide increasingly viable alternatives to driving. These places should have a variety of housing types to accommodate the region's increasingly diverse households. VISION 2040 further promotes urban form and design principles that create more vibrant and livable communities.

Physical Design Guidelines

The plan establishes physical design guidelines to better articulate the relationship between land use and transportation, pursuant to Growth Management Act requirements (RCW 47.80). Local jurisdictions should seek to foster these characteristics and conditions as they permit development and build transportation infrastructure, particularly in designated centers and transit station areas. 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.

All plans for regional growth centers and high-capacity transit station areas shall address these guidelines. See Appendix A, MPP-T-20, MPP-T-21, MPP-DP-37 and MPP-DP-40.

- 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.*

Regional Growth Strategy

The plan supports and implements VISION 2040's regional growth strategy, which advances a development pattern that will:

- Build stronger communities.
- Curb sprawl.
- Support a vibrant economy.
- Reduce incompatible development in rural areas.
- Preserve the natural environment.
- Provide a wider variety of affordable housing choices.
- Better connect all people with jobs, services, and recreational opportunities. See Appendix A, MPP-T-9 through MPP-T-22.

The regional growth strategy provides guidance for the distribution of growth to regional geographies, which are categories for the different types of cities and unincorporated areas that play distinct roles in the region.



Mukilteo Lighthouse

VISION 2040 has established the following Regional Geographies:

**Metropolitan Cities / Core Cities / Larger Cities / Small Cities /
Unincorporated Urban Growth Areas / Rural Areas and Natural Resources Lands**

The regional growth strategy focuses the majority of the region's population and employment growth into Metropolitan Cities and Core Cities. Significant population and employment growth will also occur collectively in Larger Cities, Small Cities, and the Unincorporated Urban Growth Area. The Regional Transportation Plan supports development and transportation investments in all of these geographies and the creation of appropriate regional financial tools to support such investments.

Figure 2 illustrates the regional growth strategy. The strategy contains numeric guidance adopted for counties, cities, and towns to use as they develop new population and employment growth targets and update local comprehensive plans. These land use assumptions serve as the basis for local and regional transportation planning.

Figure 2. VISION 2040 Regional Growth Strategy

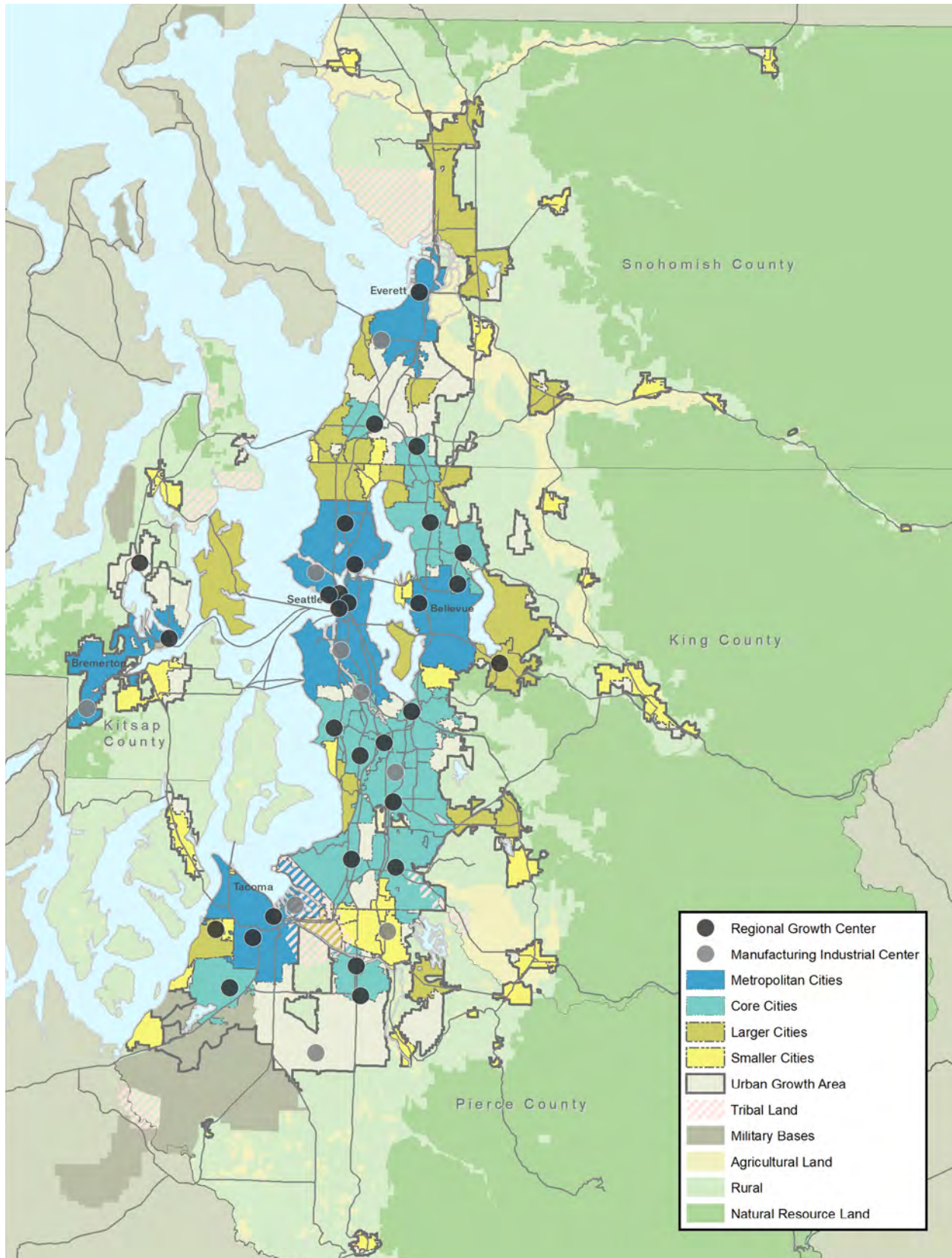
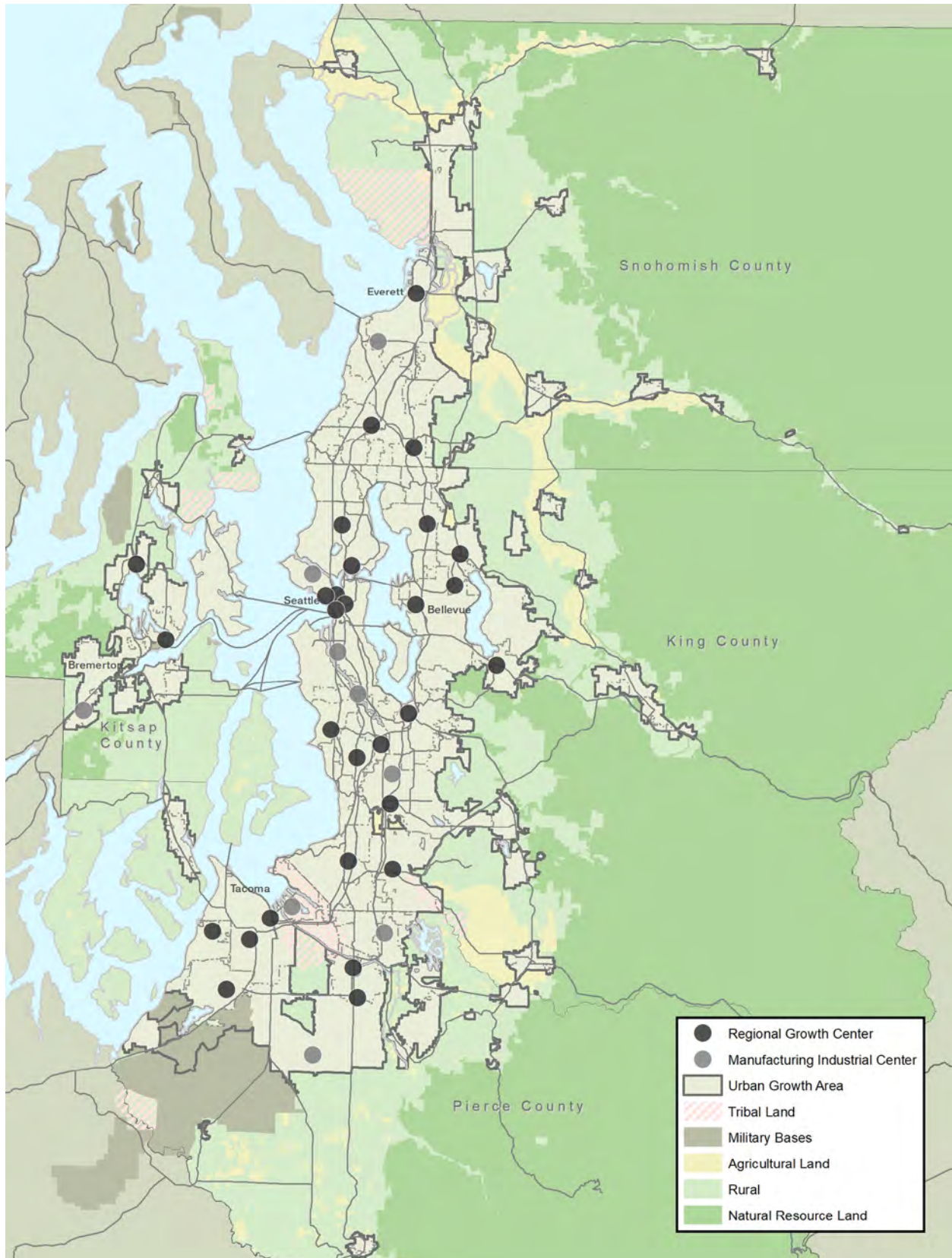


Figure 3. Regional Centers



Centers

The Regional Transportation Plan supports development of centers throughout the region. Regional Growth Centers are locations with compact, pedestrian-oriented development and a mix of different commercial, civic, entertainment, and residential uses. Manufacturing and Industrial Centers are locations of intensive employment with facilities having large spaces for the assembly of goods and areas suitable for outdoor storage. While relatively small geographically, centers are strategic places identified to receive a significant proportion of future population and employment growth compared to the rest of the urban area. Concentrating growth in centers allows cities and other urban service providers to maximize the use of existing infrastructure, make more efficient and less costly investments in new infrastructure, and minimize the environmental impact of urban growth. The plan supports accessibility and mobility for walking, biking, and transit to and within centers. See Appendix A, MPP-D-5 through MPP-DP-13.

A new regional centers framework was adopted in 2018. The framework is designed to better recognize and support centers throughout the region. It also supports Major Military Installations. The new framework will be incorporated into the region's policies, procedures and plans, starting with the development of VISION 2050.

Regional growth centers. Regional growth centers are major focal points of higher density population and employment, served with efficient multimodal transportation infrastructure and services. By the year 2040 *Metropolitan Cities* and *Core Cities* (the cities that have one or more regional growth centers, along with unincorporated Silverdale) are expected to accommodate a majority of the region's residential growth and employment growth. See VISION 2040, pp. 47-51.

The plan links regionally designated centers within these regional geographies with a highly efficient transportation network, and prioritizes regional transportation investments to serve regional centers. PSRC commits to addressing this core policy objective as it periodically updates the policy framework for PSRC's federal funds. See Appendix A, MPP-DP-7, MPP-DP-10, MPP-DP-13, and MPP-T-12.

Manufacturing and industrial centers. The region also contains nine designated regional *manufacturing and industrial centers* (MICs). These are employment areas with intensive, concentrated manufacturing and industrial land uses that cannot be easily mixed with other activities. These areas are intended to continue to accommodate a significant amount of regional employment growth. Figure 3 maps the region's designated centers. See Appendix A, MPP-DP-8 through MPP-DP-10.

Subregional centers. Subregional centers, including downtowns in suburban cities and other neighborhood centers, are also strategic locations for concentrating jobs, housing, shopping, and recreational opportunities. See Appendix A, MPP-DP-13.

Moreover, other growth strategy concepts, such as compact communities, mixed-use districts, and transit station areas, remain an integral part of the overall vision for growth in the region. These concentrations may act very much like designated regional growth centers, and can also benefit from programs used for center enhancement and development, including strategic transportation and infrastructure investments. See Appendix A, MPP-DP-14 and 15.

The plan supports development in high-growth regional geographies such as *Metropolitan Cities* and *Core Cities*, putting particular emphasis on connecting designated regional growth centers and manufacturing industrial centers. The plan contains investments that reduce the length of vehicle trips, increase transit ridership, focus new transportation infrastructure in already-urbanized areas, and provide additional information and tools to help implement the growth strategy. The plan promotes development approaches that assist centers and station areas to be more attractive, thereby fostering housing growth in transit-supportive environments, and helping the region meet its goals for housing affordability and development in centers.

Consistent with the regional growth strategy, 73 percent of the projects on the Regional Capacity Project list — which are larger-scale projects above a certain threshold — are within the designated urban growth area (UGA). In addition, 22 percent are partially within the UGA, and only 5 percent are outside the UGA (including investments such as rural trails and truck climbing lanes on state highways). Many of the projects on the Regional Capacity Projects list are serving regional growth or manufacturing industrial centers; for example, 41 percent of the projects directly connect to a regional center, and 69 percent are within a city that contains a regional center. More information on the Regional Capacity Project list may be found on PSRC's website at psrc.org.

Transit-Oriented Communities

With over \$100 billion in anticipated investments, the central Puget Sound region has made one of the largest commitments in the country to develop a regional high-capacity transit system.

A majority of existing and planned transit station areas are located in or serve the region's designated growth centers. The development of the region's high-capacity transit system offers a critical opportunity to create and enhance these areas and other station communities to further regional growth objectives.



The transit station serves as a critical link in the region's transportation infrastructure, connecting residents and workers to jobs and services in the rest of the region and offering access to nearby civic and public spaces. Well-designed transit-oriented communities can lead to a range of substantial social and environmental benefits. Transit-oriented communities have the potential to:

- Provide economic benefit to the region.
- Promote health and safety by encouraging walking and biking, cutting air pollution, and reducing motor vehicle accidents.
- Lower household expenses for transportation, and support housing affordability.
- Reduce municipal infrastructure costs.
- Help meet the growing demand for “walkable communities.”
- Curb sprawl and thereby help conserve farms and natural ecosystems, and protect water quality.
- Cut energy consumption and greenhouse gas emissions associated with both transportation and the built environment.

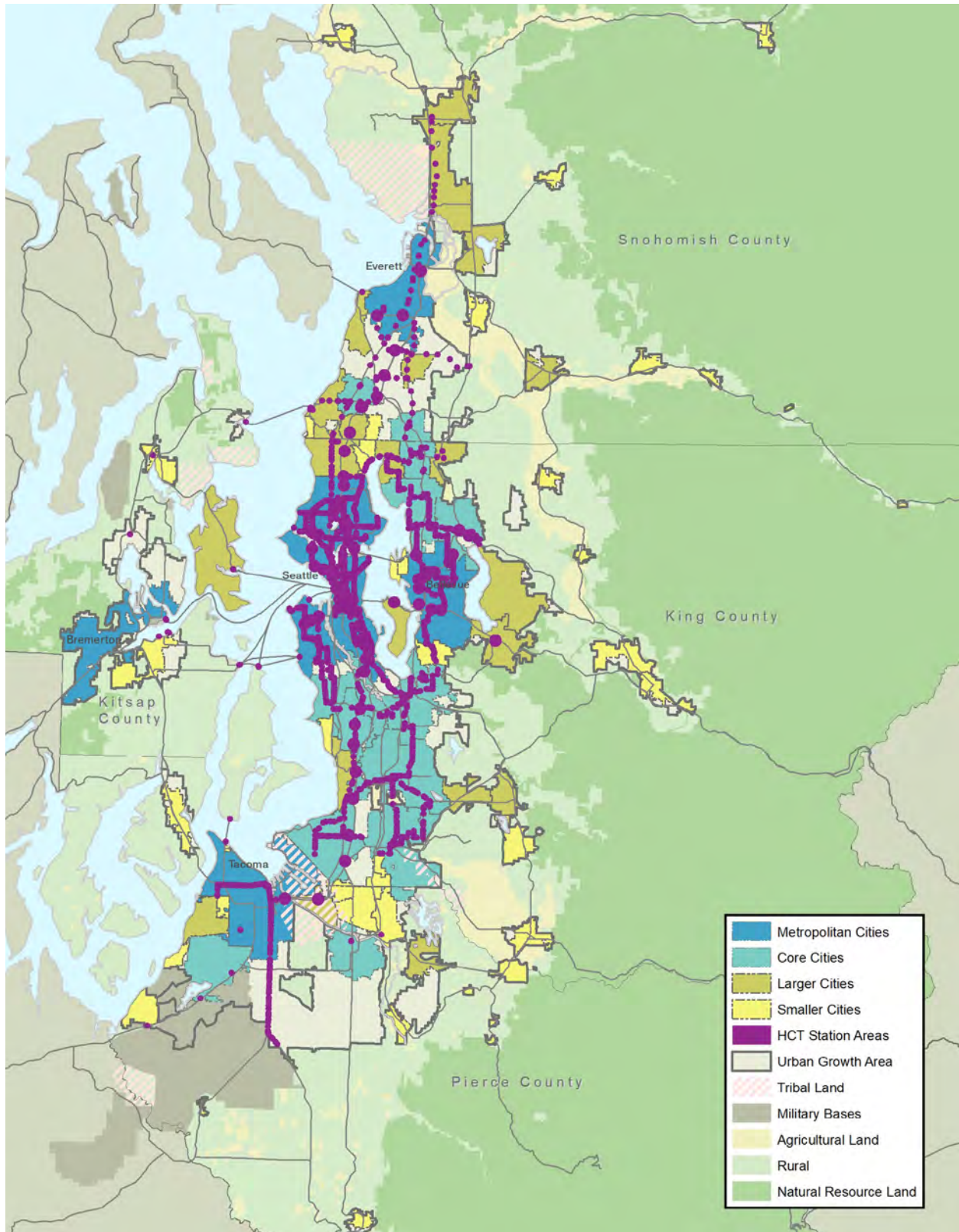
Recognizing a generational opportunity to capture these benefits and leverage the region's unprecedented investment in transit, the Growing Transit Communities Partnership brought together a regional coalition of governments, non-profit organizations, business groups, and community stakeholders to promote the successful development of thriving and equitable communities within walking distance of current and planned public transportation services in the central Puget Sound region.

The Partnership built a strong and diverse coalition of regional interests, conducted research and analysis, identified best practices, and furthered development of effective tools for community building. Called the Growing Transit Communities Strategy, this regional compact affirms the partners' support of goals and actions to attract growth to transit communities, preserve and enhance affordability, and increase access to opportunity.

Growing Transit Communities demonstrated that the region's initial light rail corridors alone have the potential to attract at least 25 percent of the housing growth and 35 percent of the employment growth expected in the region through 2040. With the 2016 passage of Sound Transit's third phase of high-capacity transit expansion, Kitsap County's Fast Ferries, and the continued development of local transit investments such as King and Snohomish counties' Rapid Ride and Swift bus rapid transit lines, together these corridors have the potential to accommodate an even larger share of the region's growth. Attracting transit-oriented development to all of the region's transit communities — served by bus rapid transit, commuter rail, ferries, streetcars, and light rail — has emerged as a primary strategy for implementing VISION 2040.

Figure 4 illustrates a selection of existing and planned transit station areas. Additional transit station areas will likely be identified as planning and implementation of the region's high-capacity transit system progresses.

Figure 4. Selected Existing and Potential Transit Station Areas



This map illustrates a selection of existing and planned transit station areas associated with major regional transit investments. Additional transit station areas will likely be identified as planning and implementation of the region's high capacity transit system progresses. This map displays light rail stations, bus transit centers of various types and sizes and ferry terminals. Over the next 10 to 20 years, as many as 100 new transit stations will be constructed throughout the region. These and other potential locations that may be identified should be considered as potentially appropriate areas for transit-oriented development.

The Growing Transit Communities Strategy calls for regional and local actions to implement the region's growth strategy by focusing on three main goals:

- Attract more of the region's residential and employment growth near high-capacity transit.
- Provide housing choices affordable to a full range of incomes near high-capacity transit.
- Increase access to opportunity for existing and future community members in transit communities.

Achieving these goals will benefit all residents by increasing economic development and access to jobs, expanding housing and transportation choices, promoting neighborhood character and vitality, and improving public health and environmental quality.

Local jurisdictions, in collaboration with regional transit agencies and PSRC, are encouraged to promote thriving and equitable transit-oriented development by actively planning for transit station areas, establishing transit community goals, and adopting policies and provisions that advance the Growing Transit Communities Strategy.

See the Growing Transit Communities Strategy on the PSRC website (<https://www.psrc.org/growing-transit-communities>) for recommendations and specific action steps.

Supporting the Regional Economic Strategy



The central Puget Sound region is a world leader in innovation, trade, and high-tech industries. The region is home to a creative, qualified workforce collaborating with top talent from around the world. It is a welcoming place for all, inspiring abundant ideas, arts, and enterprise from many cultures. The region has a stunning natural environment, with scenic beauty rivaled by few metropolitan areas in the world.

These attributes have fueled significant growth, as the region has attracted new residents and created new jobs at record levels. Growth is strengthening core industries and fostering new opportunities in emerging markets.

Rising economic prosperity has heightened the need to engage all parts of the region in the benefits of growth. Initiatives regionwide are working to address housing affordability, improve mobility, enhance the health of people and places, and increase access to opportunity for all residents.

Future economic success hinges on the continued coordination of regional leaders and economic development, growth, and transportation planning.

The regional economic strategy, *Amazing Place: Growing Jobs and Opportunity in the Central Puget Sound Region*, is a blueprint for achieving economic prosperity in all parts of the region.

Amazing Place identifies 22 strategies and supportive initiatives to help the region achieve three mutually supportive goals:

- **Open economic opportunities to everyone.** Sustainable economic development requires investment in human capital. Strategies that support access to basic education, industry-aligned training pipelines, rural communities, women and minority-owned start-ups and businesses, and developing communities throughout the region are strengthened by coordinated investment in the region's transportation network.
- **Compete globally.** Nurturing the region's competitive edge requires continual business support, a talented and nimble workforce, and expansion of assets for ongoing innovation and global connection. Strategies that support industrial lands, military installations, maritime sites, trade and logistics infrastructure, and freight mobility rely upon coordinated investment in the region's transportation network.
- **Sustain a high quality of life.** A great place to live, work, do business, go to school, and visit requires a high standard of livability and healthy outcomes for people and the environment. Strategies that support increased mobility options, housing affordability, educational pathways, open space, culture and entertainment, and centers for job and population growth are enhanced by coordinated investment in the region's transportation network.

During development of the regional economic strategy, transportation congestion, a jobs-housing imbalance, inequity, and rising cost of living were identified as top concerns in doing business and living in the region. These concerns are addressed in multiple strategies throughout *Amazing Place*.

Implementation of the economic development goals and strategies within *Amazing Place* — in concert with regional growth management and transportation plans — diversifies the regional economy and creates a livable place for all. Much of the recent economic growth has been concentrated in a few areas in the region. *Amazing Place* includes a strategy to encourage economic growth across all parts of the region, in alignment with the regional growth strategy, to help minimize impacts on the region's transportation system.

Developing a robust transportation system to accommodate recent growth and support future growth is a key objective in the regional economic strategy. Transportation investments must address the diverse needs of the region's economy and support key employment sectors, including established and emerging industry clusters, tourism, industries involved in trade-related activities, military installations, startups, and new businesses. The important role of transportation is highlighted in strategies that support industrial lands, military installations, and maritime sites. In addition, the strategy supports transportation investments in smaller cities and rural areas that are in line with their growth expectations, while connecting residents and visitors safely to the region's recreational and economic opportunities.

The plan's mix of investments will produce tangible benefits to people and freight in terms of travel time savings, decreased costs, improved travel reliability, and more choices. In addition, the plan recognizes the need to secure transportation funding that does not unnecessarily burden the economy.

The plan promotes a healthy economy essential to achieving other regional objectives, including creating vibrant urban places, providing economic opportunities to all residents, and preserving our unique regional environment.

Supporting People

Social Equity

Social equity means all people can attain the resources and opportunities that improve their quality of life and enable them to reach full potential. Social equity also means that those affected by poverty, communities of color, and historically marginalized communities are engaged in decision-making processes, planning, and policy-making.

The Regional Transportation Plan provides accessible, affordable, and convenient mobility to all people in the region, and ensures that everyone has access to goods, services, and jobs.

An equitable transportation system promotes broad mobility and connectivity. The system should prioritize an effective and affordable public transportation network that supports transit-dependent communities and provides access to core services and amenities, including employment, education, and health and social services.

Social equity is one of the 11 key performance outcomes used to evaluate the Regional Transportation Plan. This evaluation helps to show how the plan benefits different people, and evaluate whether it meets the region's diverse needs, particularly for people of color and people with low incomes.

Equitable access to transportation includes having access to various transportation choices for all, ensuring that travel times to key destinations are reasonable for all people, and assessing how the region can better connect places that have low access to opportunity to places that have more opportunity.

The Regional Transportation Plan implements VISION 2040, the region's growth management, transportation, and economic strategy. VISION 2040 includes multicounty planning policies that support equitable goals and outcomes. Specifically:

- **MPP-T-22.** Implement transportation programs and projects in ways that prevent or minimize negative impacts to low-income, minority, and special needs populations.
- **MPP-T-25.** Ensure mobility choices for people with special transportation needs, including persons with disabilities, the elderly, the young, and low-income populations.

Special care was taken to address equity in the development and evaluation of the Regional Transportation Plan through creative board engagement, improvements to the performance evaluation framework, completion of a specific equity analysis background report, and improved public involvement strategies. See Appendix B for the full equity analysis.

Engaging the Public

Public participation is critical to an open process in which all interested residents have the opportunity to provide input and share their vision for what transportation services the central Puget Sound region will need decades from now.

Developing a multi-billion-dollar plan for the region is no simple task. It involved a variety of stakeholders from all four counties, 82 cities and towns, elected officials, transit operators, planners, community-based organizations, business organizations, community-based organizations, and the general public.

Highlights from the plan's public participation process include an online poll and written surveys, numerous public meetings, partnerships with community-based organizations working in low-income communities and communities of color. PSRC also maintained a project website, provided regular social media engagement, blog posts, email updates from the Executive Director, news releases, and meetings with local elected officials, federal resource agencies, state agencies, tribes and transit providers. PSRC also provided translated materials, visualization techniques, and an

Environmental Justice

The concept of environmental justice is rooted in Title VI of the Civil Rights Act of 1964, which prohibits discrimination based on race, color, or national origin. In response to a concern that low-income or minority populations bear a disproportionate amount of adverse health and environmental effects of public projects, and to reinforce the fundamental rights and legal requirements contained in Title VI, President Clinton issued Executive Order 12898: Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (1994). It directs each federal agency to make environmental justice part of its mission.

Following Executive Order 12898, USDOT issued Order 5610.2: USDOT Order to Address Environmental Justice in Minority Populations and Low-Income Populations (1997). It provided guidelines for how environmental justice analyses should be performed and how environmental justice should be incorporated into the transportation decision-making process. The USDOT Order requires federal agencies to do the following:

- *Explicitly consider human health and environmental effects related to transportation projects that may have a disproportionately high and adverse effect on low-income or minority populations.*
- *Implement procedures to provide "meaningful opportunities for public involvement" by members of those populations during project planning and development. (USDOT 1997, §5[b][1])*

Federal environmental justice guidelines define minority populations to include Black, American Indian and Alaskan Native, Asian, Native Hawaiian and Other Pacific Islander, and Hispanic people and low-income populations to include anyone who is at or below the U.S. Department of Health and Human Services poverty guidelines. The locations of minority and low-income populations are based on residential locations from the U.S. Census.

Information Center. The Transportation Policy Board offered engagement sessions focused on six specific topics to help dig deeper into issues like equity, finances and health. PSRC board meetings are open to the public and viewable online in live and archived video.

For more information about the plan's outreach and engagement process, see Appendix C.

Supporting Innovation

City of Seattle

Emerging Transportation Technology

Autonomous vehicles, also known as self-driving cars, are vehicles that are able to navigate the roadway with no or limited human interaction. They use an array of in-vehicle technologies to process their surroundings and identify various obstacles (including other cars), detect road signage and markings, and determine the most suitable navigation path.

Connected vehicles employ technology that allows vehicles to transmit and receive important mobility, safety and other information in real time. Communication can occur with other vehicles, traffic lights and other infrastructure, pedestrians and bicyclists, and any entity that may interact with the vehicle.

Shared mobility refers to transportation services that are shared among users. The private-sector-driven advancement of mobile phones and GPS technologies in recent years has been instrumental in the expanded capabilities and growth of shared mobility applications. These applications include ridehailing (e.g., Uber, Lyft), carsharing (e.g., Car2Go, ReachNow), bikesharing (e.g., Limebike, Spin, ofo), micro-transit (e.g., Chariot), and ride-sharing (e.g., Scoop, UberPool).

This is an exciting time for transportation. Emerging technologies, including connected and autonomous vehicles, promise to revolutionize how people get around. Combined with car sharing systems and tools that better inform travelers, the future will look quite different than the past.

These changes are disrupting how we think about transportation systems. Emerging technologies such as self-driving cars have shifted from a futuristic vision to a likely reality that must be planned for. Shared mobility services such as Lyft and Limebike, and traveler information tools such as Waze have become far more prolific. The more established Intelligent Transportation System technologies, such as adaptive signal control and active traffic management, have seen significant upticks in deployment and are

playing a key role in the growing “Smart Cities” approach to transportation planning, in which the emphasis shifts to the use of data and communication technology to improve the overall efficiency and effectiveness of a city’s transportation system. Transit agencies are emphasizing the importance of coordinating with and leveraging these new technologies to provide first-mile/last-mile connections, and beginning to think of complementary technologies and travel modes as “mobility as a service.”

Private companies are investing heavily in research and development of autonomous vehicles. A spring 2017 survey by CB Insights identified 44 companies around the world actively in the race to develop and deploy self-driving vehicles. The strong interest in self-driving cars has brought a convergence of venture capital, high-tech companies, and traditional automobile manufacturers and suppliers.

Autonomous and connected vehicles are expected to bring significant benefits, including increased mobility options, improved safety, and reduced congestion.

Yet uncertainty persists. The rapid change in technology makes it hard to predict when new technologies will mature and become widespread, what the impacts will be on all aspects of transportation, such as travel behavior, land use, and parking, and what must be done to ensure those changes support the region’s policy goals.

Questions remain about who will have access to these new vehicles and services, when manufacturers will produce the equipment, whether people will accept and adopt the new technologies, and how quickly. Even without definitive answers to these questions, now is the time to start considering how new technologies will impact transportation and land use. To prepare for the future, PSRC will continue to enhance the regional travel model’s ability to analyze the effects of new technology on travel, support technology deployment pilot programs, establish a technology advisory committee, and facilitate regional discussions to both support private sector projects and partnerships, and identify the near-term changes that may be necessary to support autonomous vehicle testing, such as new roadway lane striping and street signage.

While new and emerging technologies will reshape our future, existing technology is in use today that provides operational efficiencies and mobility improvements. These include Intelligent Transportation Systems (ITS) such as freeway ramp metering, adaptive signals, coordination of

As of summer 2017, almost 25,000 plug-in electric vehicles were registered in Washington state. This is an increase of 37 percent since the previous year, and it is expected that this number will only continue to increase in the years to come. More and more auto manufacturers are making electric vehicles, and the range of these vehicles continues to increase — e.g., the 2018 Nissan Leaf has a 150-mile range, and the Chevy Bolt has an estimated 238 mile range on a single charge. In addition, more and more fast charging stations are coming to the region. The West Coast Electric Highway offers fast-charging along I-5, US 2 and parts of I-90, and by 2019 an additional 15 fast charging stations will be coming to freeway locations around the state. Charging infrastructure is also beginning to take hold in other parts of the region, with more coming over the next several years.



traffic signals, transit signal priority, and other tools to improve traffic flow and safety for cars, buses, bicyclists, and pedestrians. The overall purpose is to make the best use of rapidly-evolving technologies in the near-term and to forge a path for leveraging benefits, minimizing disruptions, and aligning with regional policy goals in the long term. Updating common ITS architecture is a first step to making sure that the region is coordinated as these improvements are implemented. These technologies are becoming more widespread throughout the region, and interconnected, but more work remains to be done. Jurisdictions should be encouraged to pursue innovative transportation technology.

Despite the uncertainty, both established and emerging technologies are critical to the future of transportation. This provides an excellent opportunity for government agencies across the region to make smart, effective investments that will leverage potential benefits, limit less desirable outcomes, and find efficiencies that make better use of the transportation system. PSRC will continue to engage with national, state and regional partners as new technologies emerge and intersect with regional planning efforts to ensure the region is poised to respond quickly and effectively.

Supporting a Sustainable Environment



Manchester State Park, Kitsap County

The geographic features that uniquely define central Puget Sound, located between the Cascade and Olympic mountain ranges and bisected by its namesake saltwater estuary, create an outstanding natural setting and support a richly diverse ecology. The region's forests, wetlands, maritime waterways, and fisheries are natural economic resources that serve as a key foundation for growing clusters of the regional economy, making nurturing and sustaining the environment an economic priority vital to sustaining a high quality of life.

The region's topography also limits lands suitable for development and imposes complex and often expensive infrastructure requirements. Cities and towns are reshaping aging infrastructure to transform urban environments into more livable places and are building new centers for additional job and employment growth.

This complex and rich environment shapes the Regional Transportation Plan. The plan is designed to keep the region's air and water healthy, sustain the region's overall ecology, assist in coordinated efforts of the Puget Sound Partnership to protect and restore the health of the region's watersheds, and lead in the development of federal, state, and regional initiatives to reduce overall greenhouse gas emissions to address global climate change.

The plan commits to supporting a heightened awareness of the relationship between transportation and the environment, consistent with the regional environmental sustainability framework established by VISION 2040. The plan has been designed with a central focus of reducing the potential environmental impacts associated with both transportation infrastructure and operation. See Appendix A, MPP-En-2 and 3, MPP-En-8 through 15, MPP-En-17 through MPP-En-19, MPP-En-23, MPP-DP-27, and MPP-T-28.

Air Quality and Climate Change

VISION 2040 and the Regional Transportation Plan are built upon a strong regional commitment to sustaining a healthy environment. This commitment includes policy guidance and prioritization of investments to reduce impacts on air quality, particularly greenhouse gas emissions. The plan contains a Four-Part Greenhouse Gas Strategy encompassing land use, transportation choices, user fees, and technology. The strategy is designed to complement statewide efforts to achieve statutory limits.

Over the past several years, significant progress has been made towards implementation of the Four-Part Greenhouse Gas Strategy, within all categories. Of particular importance is the adoption of updated federal fuel economy and greenhouse gas standards for passenger vehicles and trucks. The Regional Transportation Plan now looks ahead to achieving even greater emission reductions while maintaining other regional objectives, including a robust economy and improved mobility for all.

AIR QUALITY

The region is in attainment for all pollutants regulated by the U.S. Environmental Protection Agency. These pollutants include carbon monoxide, ozone, and particulate matter. At various points in the past, the region had violated the federal standards for several pollutants, but PSRC has worked closely with the region's air quality consultation partner agencies — the Environmental Protection Agency, the Federal Highway Administration, the Federal Transit Administration, the Washington State Departments of Ecology and Transportation, and the Puget Sound Clean Air Agency — to successfully achieve and maintain attainment of the standards.

Alternative approaches to developing a regional transportation system were evaluated in the Environmental Impact Statement (EIS) for the plan in 2010. Preparation of the EIS included extensive agency coordination and public comment over many months and was guided by PSRC's Transportation Policy Board and Growth Management Policy Board. The EIS contained information that allowed regional decision makers to craft a transportation plan that addresses critical regional policy objectives, including improved air quality, reduced greenhouse gases, improved water quality, public health and mobility, and support for the VISION 2040 regional growth strategy. The EIS identifies specific potential measures to mitigate impacts associated with the implementation of the plan. For full documentation of the environmental analysis, see www.psrc.org. Since that time, updates to the plan have gone through the SEPA addendum process. Information on the 2018 Addendum will be available on PSRC's website at psrc.org.

Federal and state transportation conformity requirements ensure that the Regional Transportation Plan will not impede the region from meeting and maintaining air quality standards. Regional conformity analyses are required for a certain length of time, even during these “maintenance” periods. The projects and programs in the plan are well within the established limits for the pollutants for which conformity still applies in the region. Full documentation on the formal conformity analysis and finding is included in Appendix D.

Vehicles and fuels continue to get cleaner, and the plan contains extensive strategies that will continue to move the region in the right direction to maintain air quality. PSRC will continue to work closely with our air quality partner agencies to monitor regional emissions and any changes to the existing federal standards and to ensure the region meets all requirements.

CLIMATE CHANGE

Major strides have been made in advancing the region’s Four-Part Greenhouse Gas Strategy over the past several years, designed to be complementary to the state’s climate change program, which includes the Clean Air Rule passed in 2016. The investments and policies in the plan continue to support the region’s progress towards reducing emissions.

Within each of the four categories of the strategy, the plan accomplishes the following:

- **Land use.** Reflects the adopted VISION 2040 regional growth strategy, as expressed in adopted jurisdictional targets.
- **Choices.** Invests in a regional integrated transit network, regional bicycle network, and a variety of multimodal projects and programs.
- **User fees.** The financial strategy transitions the region toward a road usage charge system, but also includes express toll lanes and other pricing mechanisms.
- **Technology.** Reflects the current national CAFE and greenhouse gas vehicle standards.

The Regional Transportation Plan results in a 24 percent reduction in greenhouse gas emissions from 2006 levels. This reduction reflects the region’s vision for a sustainable transportation system, even with nearly a million more people in the region by 2040. This figure represents emission reductions from on-road motor vehicle sources only, not the entirety of sources that produce greenhouse gas emissions in the region.

To achieve even greater emission reductions, the Four-Part Strategy identifies additional strategies that could be pursued within each category. These include:

- **Land use.** Recognizing that the region will soon begin work to plan for growth to 2050 and focusing a greater share of that growth into transit-oriented development.
- **Choices.** Recognizing that tremendous gains are made with the regional integrated transit network, continuing the policy focus on supportive multimodal investments, and considering ways to expand alternative work options.
- **User fees.** Supporting the implementation of new pricing in the region, and exploring that mechanism for greater demand management.
- **Technology.** Electrification of the transportation system has begun, and the region can help to support further expansion through a variety of planning and policy mechanisms.

Pursuing further actions within the Four-Part Greenhouse Gas Strategy could potentially reduce emissions by an additional 30-50 percent below 2006 levels by 2040, or greater, depending on the aggressiveness of the measures pursued and the timing by which they could be accomplished. For example, more robust penetration of electric vehicles into the regional fleet could be pursued, along with supporting fast charging infrastructure, resulting in significant emission reductions by 2040. These emission reductions would be above and beyond those already estimated from implementing the draft plan. The current administration is considering revisions to the adopted fuel economy standards for future vehicles. As that process unfolds, PSRC will monitor any potential changes and impacts to the four-part greenhouse gas strategy.

PSRC will continue to monitor activities and initiatives related to air quality and climate change affecting the region, and will continue to monitor and support state and regional initiatives. Appendix E contains more information on the plan's Four-Part Greenhouse Gas Strategy.



IMPROVE WATER QUALITY

Maintaining and improving water quality is a regional priority (see Appendix A, MPP-En-13 and 14), and the transportation system is a significant source of pollutants that affect water quality. The Puget Sound Partnership Action Agenda identified stormwater runoff, both quantity and quality, as the biggest threat to Puget Sound water quality. Sources of water pollution from the transportation system include land-based vehicles, planes, and recreational and commercial ships. Roads and rail systems contribute pollutants from impervious road surfaces, brake pads, oil leaks, vehicle emissions, and maintenance of rights of way. Aviation contributes emissions, de-icing compounds, and oil/fuel leaks, and ships contribute anti-fouling compounds, oil/fuel leaks, personal care products, pathogens, sewage, and ballast water. Vehicles — including buses, trains, and ferries — are a source of greenhouse gas emissions and particulates. Although these initially enter the air, they can also settle in and contaminate surface waters. Impervious surfaces from the transportation system, including parking lots, divert and concentrate flows by blocking the infiltration of rainwater. This in turn degrades water quality and habitat by increasing erosion and scour, particularly during heavy rains.

As the region implements the transportation system envisioned in the regional plan, it must do so in a way that avoids and mitigates harm to the region's precious water resources. The Regional Transportation Plan recommends that mitigation of transportation-related impacts to water quality can be accomplished in a number of ways:

- **Reducing vehicle travel and pollution.** Reducing vehicle miles traveled decreases the amount of pollutants generated by vehicles. The use of innovative technologies can also help control potential water pollution at the source, as could programs that promote cleaner fuels and vehicles. Transportation programs that are designed to address issues such as congestion, emissions, fuel use, or waste management can indirectly benefit water quality through reduction of pollutants entering the environment.
- **Managing stormwater.** The management of stormwater runoff from operating the transportation system is particularly important due to increased new impervious surfaces associated with preservation of existing facilities and new capacity. Potential stormwater impacts should be mitigated by designs that minimize the amount of impervious surface and use low-impact materials such as pervious pavers to manage runoff volumes. Treatment and infiltration, or reuse of stormwater and other runoff, is recommended to maximize the use of scarce water resources and protect water quality. Other approaches include street sweeping, more frequent cleaning of stormwater pipes and catch basins, and measures to restore buffers and natural channels for streams alongside transportation facilities. In addition, water quality can be protected by improving spill response, including enhanced cleanup coordination and implementation of pollution prevention techniques.
- **Upgrading infrastructure.** Many existing facilities lack modern systems for water quantity or quality management. As projects replace, improve, or extend existing facilities, an opportunity exists to improve their environmental performance compared to today. For example, culverts and other drainage facilities associated with transportation infrastructure can be designed and operated to facilitate fish passage. The Regional Transportation Plan supports the opportunity for the region to create innovative, low-impact, environmentally friendly transportation infrastructure.

IMPROVE AND PROMOTE HEALTH

Human health is impacted by transportation in a variety of ways but most commonly by levels of air quality and exposure to pollutants, levels of physical activity and personal safety. These are the three primary ways the plan addresses public health and seeks to increase positive health outcomes for residents of the central Puget Sound region.

Health and well-being factor prominently in VISION 2040. Multicounty planning policies call for improving opportunities for walking and biking, as well as for addressing health in regional and local planning and decision-making processes (MPP-DP-43 and MPP-DP-44). The region's transportation system is to be developed in a manner that minimizes impacts to human health (MPP-T-7). The Regional Transportation Plan addresses public health from several perspectives, the most common of which are impacts to air and water quality and promotion of physical activity. As described above, the plan has been designed to minimize impacts to air and water quality, which will yield positive health benefits.

Public health concerns have traditionally focused on preventing the spread of disease, protecting people from unsafe water, polluted air, hazardous waste, and helping people live healthy lives. In recent years, however, public health agencies, local land use planners, and transportation staff have begun to focus increased attention on the health implications of the built environment and the way people travel. Research findings from the Centers for Disease Control (CDC) link the country's obesity epidemic in part to both community design and travel choices. Physical inactivity is a growing health problem in the United States, contributing not only to obesity, but also to chronic disease, osteoporosis, depression, and premature death. Several CDC studies indicate that communities that feature a mix of land uses, are connected by pedestrian and bicycle infrastructure and transit, and rely less on driving are more conducive to physical activity. The Surgeon General has released a call to action¹ to promote walkable communities, recognizing that being physically active is one of the most important steps that people of all ages and abilities can take to improve their health.

The Regional Transportation Plan promotes programs and investments that provide alternatives to driving, especially to improve the walkability and bikability of the region's communities. These investments can result in mobility choices that are healthier and safer. Focus has been placed on projects and programs that support positive health outcomes such as those with greater air quality benefits or those that create an environment safer for people walking and bicycling. The plan includes best practices that serve all people safely, including those of all ages and abilities. These strategies both help to increase physical activity and to reduce barriers people may currently experience that keep them from being physically active for transportation purposes. With increased regional transit investments, the plan also supports connecting to transit safely by walking and bicycling. The region's built environment, including the design of communities, the completeness of sidewalk networks, and the provision of open space, affects not only physical well-being, but also mental well-being.

With the proposed investments in the Regional Transportation Plan, emissions are reduced and there is a 50 percent increase in the use of walking and bicycling for transportation purposes. More performance details of the plan can be found in Chapter Four.

By supporting the central Puget Sound region's vision for growth, its economic strategy, its people, environment, and innovation, the Regional Transportation Plan will create a sustainable transportation system to protect and enhance the region's outstanding quality of life well into the 21st century.

¹ <https://www.surgeongeneral.gov/library/calls/walking-and-walkable-communities/index.html>



Angle Lake Station,
Sound Transit

CHAPTER 2

Plan Investments



The programs and projects described in this chapter support the long-range vision for the region. This includes focusing investments in places where growth is planned to occur, minimizing impacts on the natural environment, promoting businesses and institutions, giving people more time with their families, and improving transportation choices.

The regional vision for transportation is to have a safe, clean, integrated, sustainable, highly efficient multimodal transportation system that supports the regional growth strategy, promotes economic and environmental vitality, and enhances public health.

VISION 2040's multicounty planning policies for transportation are structured around three broad areas: (1) *Maintenance, Management, and Safety*, (2) *Supporting the Growth Strategy*, and (3) *Greater Options and Mobility*. These policy areas address getting more out of current systems and past investments, the critical link between transportation and land use planning, economic development, and the environment, and an approach to improving mobility through a variety of viable travel choices. The multicounty planning policies provide a framework for long-range transportation planning by integrating transit, bicycling, freight, ferries, highways, local roads, and walking. For the complete text of the multicounty planning policies, see Appendix A.

Investments address the urgent task of repairing and maintaining existing transportation assets, building a more well-rounded transportation network, and making the current system work more efficiently and safely. Investments also focus on modern and affordable public transportation, safe places to walk and bicycle, and smarter highways that use technology and tolling to generate revenue and better manage congestion.

This chapter describes the investments in the Regional Transportation Plan within three main categories: maintaining the system, system efficiency, and strategic capacity.

The Fixing America's Surface Transportation (FAST) Act requires a performance and outcome-based planning approach, and requires that performance measures and targets be established as part of the long-range transportation planning process. Topic areas include safety, asset management, system performance, and others. PSRC is working with the Washington State Department of Transportation to establish these measures and targets, which are consistent with the overall Regional Outcomes as part of the Regional Transportation Plan. More information may be found in Chapter 4.

Maintenance, Preservation, and Operations

Washington State Ferry,
City of Bainbridge Island

Federal and state transportation policies prioritize maintenance, management, preservation, safety, and optimization of existing transportation infrastructure and services. The region's multicounty planning policies and the Regional Transportation Plan respond to those mandates by emphasizing efficient maintenance, preservation, and operation of the transportation system. These types of investments can often be highly cost-effective and help to ensure that current assets continue to function properly and sustain regional mobility for both people and goods into the future.

The region commits as a top priority to fully funding the maintenance, preservation, and operation of existing infrastructure in a safe and usable state. Maintenance, preservation, and operations programs represent approximately 54 percent of the plan's total costs, and preservation and maintenance needs on all facilities are included as part of the plan's financial strategy. To ensure maintenance and preservation needs are effectively addressed, the plan identifies funding for these purposes. All agencies and jurisdictions should be encouraged to demonstrate the use of maintenance management systems and, for roadways, pavement management systems. For example, StreetSaver®, a software program developed by the Metropolitan Transportation Commission, is used by municipalities in the San Francisco Bay Area and across the country to track pavement conditions and make informed decisions to prioritize maintenance and preservation investments.

Importance of Investing in Maintenance and Preservation

Maintaining the region's roads, bridges, buses and trains is critical to keeping people and goods moving throughout the region. Ranging from the replacement of fiber-optic cable to seismic retrofits and paving projects, these behind-the-scenes investments make the transportation network function in a safe and usable manner. Choosing not to maintain and preserve the region's existing transportation assets can have serious economic, environmental, performance, safety, and financial consequences down the line. Years of deferred maintenance have resulted in a significant backlog of maintenance and preservation investment need, and many agencies are still experiencing budget shortfalls. Simply put, existing resources are not sufficient to make critical investments to keep people and goods moving.

For these reasons, the region places a high priority on finding the resources to maintain and preserve the existing transportation system.

PSRC has made a concerted effort to develop informed estimates of maintenance and preservation needs through the horizon year of the plan, identifying \$105.2 billion in estimated needs to maintain, preserve, and operate the existing transportation system.

The plan continues to evolve estimation approaches for all elements of the transportation system. PSRC worked with stakeholders from across the region to develop, refine, and implement updated methodologies. The changes reflected in the plan represent another step towards an approach that better reflects the magnitude of future need. Some key examples of maintenance, preservation, and operations needs in the plan include:

- Lifecycle maintenance cost projections for the region's roadway facilities based on established pavement condition goals.
- New stormwater retention and treatment standards.
- Expenditure estimates resulting in zero bridges being classified as “structurally deficient.”
- Replacement of culverts in the region due to fish passage issues and deteriorating conditions.
- Maintenance of current local and regional transit service, including ferry service.

**Preservation Needs
Expenditure Estimates
(in Billions \$2018 Constant)**

<i>Cities and Counties.....</i>	<i>\$34.0</i>
<i>Local Transit</i>	<i>\$25.8</i>
<i>Sound Transit.....</i>	<i>\$19.2</i>
<i>State Ferries</i>	<i>\$7.2</i>
<i>State Highways.....</i>	<i>\$18.9</i>
Total	\$105.2

A Safe Transportation Network



City of Kirkland

Safety on the region's transportation system is paramount. This plan and the region's multi-county planning policies emphasize the importance of improving safety for *all users* of the system, including drivers, passengers, pedestrians, and bicyclists. These policies align directly with and support the state's Strategic Highway Safety Plan, Target Zero.

Washington's Travel Safety Plan: Target Zero

Based on the idea that no deaths or serious injuries should be considered acceptable, Target Zero sets forth a vision to eliminate traffic fatalities and serious injuries by the year 2030. Target Zero identifies needs and guides investments aimed at promoting safer roadways, safer walkways/pathways for pedestrians and bicyclists, improved response systems, and improved passenger and driver behavior.

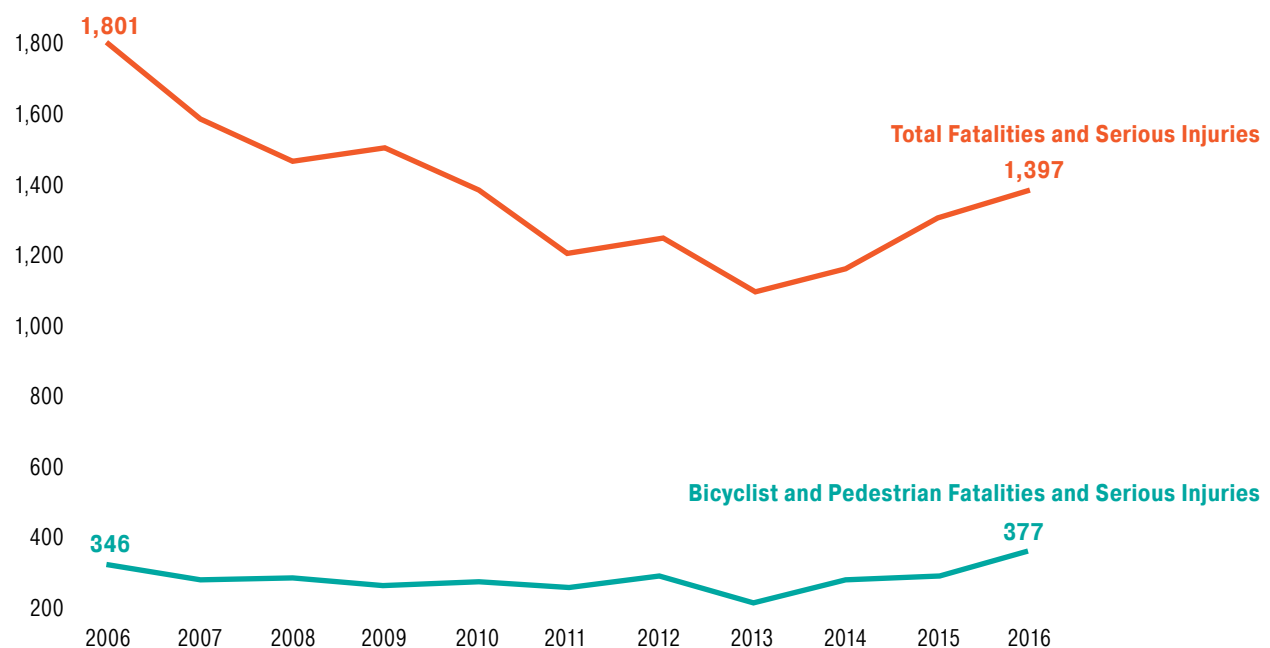
Target Zero is a data-driven plan that assigns priority levels to various factors (e.g., incidents involving impaired drivers, incidents occurring at intersections) based on the percentage of traffic fatalities and serious injuries associated with them. Strategies are then developed to address those factors, with a focus on the following:

- **Education.** Give users of the transportation system the information to make the best choices.
- **Enforcement.** Use data-driven analysis to help law enforcement officers pinpoint locations with a high number of serious collisions.
- **Engineering.** Use best practices to prevent or reduce the severity of collisions.
- **Emergency medical services.** Provide rapid emergency and medical response to injury collisions.
- **Leadership/policy.** Strategies that involve laws, agency rules or policy changes.

Current Travel Safety Trends

Figure 5 below provides a summary of crash-related fatalities and serious injuries in the central Puget Sound region between 2006 and 2016. The orange line shows all fatalities and serious injuries, while the blue line highlights only bicyclists and pedestrians, typically considered the most vulnerable users of the transportation system.

Figure 5. Fatalities and Serious Injuries in the Central Puget Sound Region, 2006-2016



Source: WSDOT, 2017. Note: The data shown for the years 2006-2009 is based on county-reported crash datasets, while the data shown for 2010-2016 is based on the XY coordinates of crashes using MPO boundaries. Differences in outputs for these methodologies are minimal.

As highlighted in the figure, the overall number of fatalities and serious injuries in the region decreased significantly (nearly 40 percent) between 2006 and 2013. Since 2013, however, the trend has reversed and the combined number has increased by 25 percent. Although it is not indicated on the chart, fatalities increased by roughly 50 percent between 2013 and 2016. This regional trend aligns with travel safety patterns seen at the state and national levels during the same period.²

Notably, the number of fatalities and serious injuries for bicyclists and pedestrians did not see the same decrease between 2006 and 2013, and generally remained flat. Between 2013 and 2016, this number increased by over 50 percent, a trend that also aligns with recent national data indicating an increase in bicyclist fatalities across the country.³ In addition, the share of total fatalities and serious injuries that are bicyclists and pedestrians is significantly higher in the central Puget Sound region than it is for Washington state overall, highlighting that travel safety for these users is a particularly important issue for this region.

PSRC will continue working closely with WSDOT to report on federal safety measures and adopt the state's safety targets, based on the Target Zero goal of zero fatalities and serious injuries by the year 2030. In addition, safety is incorporated into the evaluation of projects included in the Regional Transportation Plan, as well as in regional funding competitions. Over the years, PSRC has distributed funds to projects that include key safety elements, such as safer intersection designs and separated bicycle and pedestrian facilities.

A Secure and Resilient Transportation Network



SR 167 Bridge, Puyallup River

The region's transportation plan and multicounty planning policies emphasize security of the transportation system, which relies on the region's *resiliency* — its ability to mitigate, recover from, and adapt to adverse changes in conditions.

Over the past two decades, security requirements have been increasingly emphasized. Federal and state agencies have been created to assess the vulnerability of infrastructure systems and support security strategies and measures. Over a decade ago Congress added security as a new stand-alone planning factor to be considered in metropolitan transportation plans.

² <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/812348>

³ <http://www.ghsa.org/sites/default/files/2017-09/2017BicyclistSafetyReport-FINAL.pdf>

There is a range of potential events that could threaten the security of the region's transportation system, including major flooding events, landslides or a potentially devastating Cascadia Subduction Zone earthquake. Such a catastrophe would potentially cause massive casualties and enormous physical damage to the region's transportation infrastructure. Following a disruption of this magnitude, officials would face significant challenges transporting people and critical life-saving resources within the region.

Numerous efforts are currently underway to enhance regional resiliency. The region's emergency response agencies are taking a proactive role in coordination and preparedness. Federal efforts are underway, such as the Department of Homeland Security's Regional Resiliency Assessment Program, which will identify priority transportation routes and facilities critical to the regional system in the event of a major earthquake. Jurisdictions and agencies are working together within the Central Puget Sound Climate Preparedness Collaborative to foster collaboration and leverage opportunities to ensure the region is prepared and economically resilient in the face of climate-related impacts.

The investments in the Regional Transportation Plan support these efforts for a resilient transportation system and continued public safety and economic vitality. For example, the work to better estimate and identify maintenance and preservation needs, and the focus in the plan's financial strategy to prioritize those investments, is critical to ensure the ongoing stability of the system. Individual investments by the state and local jurisdictions are being designed to address resiliency and ensure long-term viability for those assets. Examples include the Mukilteo Multimodal Ferry Terminal, which will be updated to meet current seismic standards and future ridership needs; the SR 167 Bridge Replacement project, which is being designed to withstand a 100-year flood event; and the Alaskan Way Viaduct replacement, which considered sea level rise and increased storm intensities.

Appendix O contains additional background and information on resiliency efforts throughout the region and future work. PSRC will continue to engage with its member jurisdictions and federal, state and regional partners to advance the region's resilience and ensure our economic competitiveness and quality of life is sustained well into the future.



Alaskan Way Viaduct
Replacement Deep Bore Tunnel

Implement Efficiency Improvements



Sounder Commuter Rail,
City of Puyallup

Transportation Demand Management

How people use the transportation system can significantly affect the need for new transportation investments and can support system preservation and maintenance.

Transportation demand management refers to activities that help people use the transportation system more efficiently. Transportation demand management helps get the most out of transportation infrastructure and services by making lower-cost, higher-efficiency options easier to use and more readily available.

These activities produce wide-ranging benefits to individuals and the transportation system — saving people time and money and reducing traffic congestion, vehicle emissions, and fuel consumption while supporting physical activity and enhanced safety. Transportation demand management makes transportation investments perform better, extends the life of existing infrastructure, and can improve outcomes for new investments.

Transportation demand management activities occur throughout the entire region and are implemented by a range of public and private sector organizations. Public agencies such as local jurisdictions, transit agencies, the Washington State Department of Transportation, and major public institutions such as the University of Washington, play a variety of regulatory and programmatic roles that influence how people use the regional transportation network. The private sector, including transportation management associations, employers, and property managers, also work to engage people about their mobility options for getting around the Puget Sound.

The Regional Transportation Plan supports the development and implementation of TDM throughout the region. The primary objective for transportation demand management activities as identified in the plan is to connect all people with travel options that optimize the transportation system's capacity. Strategies include:

EXPANDING PROGRAMS

Regional programs focus on connecting people to travel options through a variety of activities, such as employer programs providing subsidized transportation benefits and transportation management associations that help to leverage resources and extend benefits to a wider audience. These programs vary throughout the region and are designed based on their audience and the available transportation system. As the transportation system and user behavior changes, these programs must continuously expand and adapt to reach a larger audience. Specific examples include Commute Seattle, focusing on downtown Seattle businesses and property owners, and Go Transit, a partnership between Pierce County, Pierce Transit and Joint Base Lewis-McChord to manage transportation demand on the base and surrounding areas.

PROVIDING INFORMATION PEOPLE NEED

Travel decisions are informed by many factors, not least of which is knowing the range of options available. Without sufficient information to make informed decisions, people are unlikely to change their behavior. As the region continues to invest in multimodal transportation options, getting the word out about these options will be crucial to their success. Making materials and information available for non-English speakers and through accessible technologies and formats will provide better access to the transportation system and improve mobility choices. Examples of these efforts include marketing for the ORCA program and real-time information such as TransitScreen in downtown Seattle.

ENHANCING THE EXISTING SYSTEM

Transportation demand management is aimed at improving performance of the existing transportation system, which has felt the effects of recent population and employment growth throughout the region. The stress and impacts from this growth on the regional transportation system varies depending on where one is in the region, but is primarily felt in longer travel times and less reliability in being able to get from point A to point B.

Even a modest influence on how people use constrained parts of the network can have significant impacts on overall system performance. Transportation demand management activities are beneficial to enhancing the existing transportation system because they can be tailored to address specific situations and contexts, and can be implemented quickly and for low cost. Examples of enhancing the existing system include parking management and the emergence of shared mobility services such as bikeshare, carshare, and ride-hailing services.

MAXIMIZING NEW INVESTMENTS

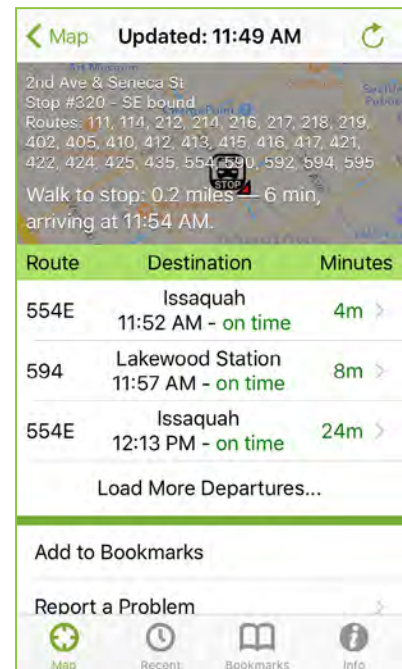
The region will see significant capital improvements come online between now and 2040. These investments will provide new options to people from all over the region to get where they need to go. These investments create opportunities to market and publicize the opening of new

facilities and services and to maximize their potential impact. Programs and services should be actively marketed as these new facilities are implemented. An example is the work by Kitsap Transit to provide information on the opening of the fast ferry service between Bremerton and Seattle, as well as the integration between buses and light rail as part of the opening of University Link. In addition, there may be opportunities to advance programs during construction of new facilities.

The Regional Transportation Demand Management Action Plan (see Appendix F) provides much greater detail, including objectives, strategies, and actions in support of the regional plan.

Transportation Technology and Operations

Technology is changing the landscape of transportation and mobility in the region and throughout the country. While new and emerging technologies such as electrification, automated and connected vehicles, and the advancement of shared mobility will continue to advance and reshape the region's future, existing technology is in use today that provides operational efficiencies and mobility improvements for a variety of users. These include the use of Intelligent Transportation Systems such as freeway ramp metering, adaptive signals, coordination of traffic signals, transit signal priority, and other tools to improve traffic flow and safety for cars, buses, bicyclists, and pedestrians. In addition, a variety of information tools help travelers make more informed decisions and travel with greater efficiency and convenience. These include navigation and real-time traffic services (e.g., Waze, Google Maps), real-time arrival mobile applications (e.g., OneBusAway), options to pay fares and fees via mobile apps (e.g., PiercePay), and other tools that allow for more efficient and effective travel planning.



One Bus Away

The plan supports these technology investments and includes specific projects such as managed lanes on the interstates, express toll lanes, hard shoulder running operations, and other innovative methods of managing travel flow (see Figure 6). The plan contains recommended goals and regional strategies for both established and emerging technologies, developed based on input received from a variety of stakeholders and external experts. The overall purpose is to make the best use of rapidly evolving technologies in the near term and to forge a path for leveraging benefits, minimizing disruptions, and aligning with regional policy goals in the long term. Both established and emerging technologies are critical and will likely become increasingly intertwined in the coming years. In addition to the projects mentioned above, additional investments are being made around the region to enhance the flow of traffic; for example, Snohomish County has been partnering with cities throughout the county to establish an adaptive signal control system on major facilities, to provide systemwide mobility improvements and enhance circulation in corridors serving major employment centers.

2018

Freeway HOV & Toll Lane System

- HOV lanes
- HOV lanes on Reversible Express Lane Roadway
- Express Toll Lanes/ High Occupancy Toll Lanes

Future HOV & Toll Lane System

- HOV lanes in Construction
- Planned HOV lanes (not yet funded)
- Planned express toll lanes (pending authorization)

Map Labels: Everett, Mukilteo, Lynnwood, Edmonds, Bothell, Kirkland, Redmond, Bellevue, Issaquah, Renton, Sea-Tac, Des Moines, Kent, Auburn, Algonia Pacific, Edgewood, Sumner, Puyallup, Milton, Fife, Tacoma, Fircrest, University Place, Lakewood, Purdy, Bremerton, Poulsbo, Monroe, Snohomish, King, Kitsap, Pierce, Lake Washington, Puget Sound, Tacoma Narrows Bridge, Federal Way, 5, 405, 90, 520, 522, 99, 520, 405, 90, 509, 167, 18, 16, 410, 167, 5.

Legend:

- HOV lanes
- HOV lanes on Reversible Express Lane Roadway
- Express Toll Lanes/ High Occupancy Toll Lanes
- HOV lanes in Construction
- Planned HOV lanes (not yet funded)
- Planned express toll lanes (pending authorization)

Map Features: North arrow, Date: 18-01-0027

Improve Mobility Through Strategic Capacity

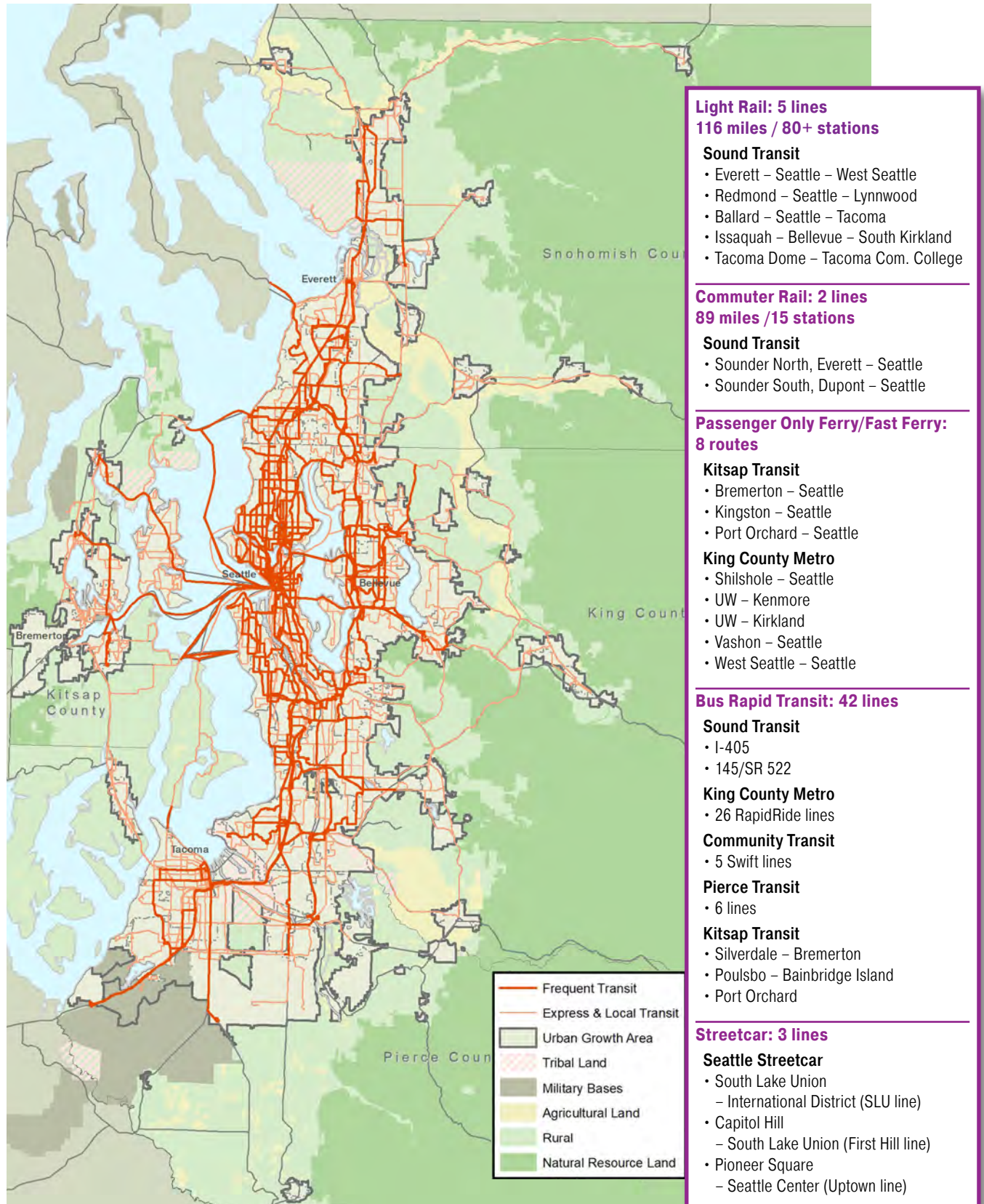


The Regional Transportation Plan contains a variety of investments in strategic capacity, both at the local and regional scale. Many are local priority investments that are captured in the plan's financial strategy but are not called out as individual projects. Examples of these types of investments could be safety improvements on local roadways, local transit operational improvements, signalization, etc. The plan also includes larger-scale regional investments as identified on the Regional Capacity Project list. These projects span all modes of travel and rise above a certain threshold. Individual projects are listed in Appendix G, and may also be viewed geographically within an interactive web-based map, found at: <https://www.psrc.org/sites/default/files/rtpwebmap.html>.

The web map allows projects to be viewed within a variety of contexts, such as the urban growth area (UGA), regional demographics, regional centers, freight routes, etc. Some key summary information on the regional projects includes:

- Approximately 70 percent of all projects are multimodal, containing elements that support a variety of travel options.
- 73 percent are within the designated UGA, 22 percent are partially within the UGA, and 5 percent are outside the UGA.
- 41 percent of the projects directly access a regional growth or manufacturing/industrial center, and 69 percent are within a city that contains a regional center.

Figure 7. Regional Integrated Transit Network



Regional Integrated Transit Network and Plan

The region's long-range growth, economic, environmental, and transportation goals depend heavily on providing effective public transportation services, and the region's investments in transit are already paying off. Since 2005, public transportation boardings in the central Puget Sound region have grown faster than in any other large metropolitan area in the United States.⁴ Public transportation supports the region's goals in several ways, including:

- **Access to opportunity.**

Public transportation provides equitable access to opportunity, including jobs, health care, education, and many other destinations throughout the region.

- **Reliable regional connections.**

Public transportation connects the region's growth centers. Over time, public transportation services and supporting infrastructure will provide more reliable service that is less affected by traffic congestion.

- **Catalyze economic and transit-oriented development.** Public transportation investments will spark economic and transit-oriented development throughout the region. The investments in public transportation infrastructure (particularly those that result in high-capacity, reliable, and frequent public transportation services) are expected to have a multiplier effect of incentivizing development and redevelopment.

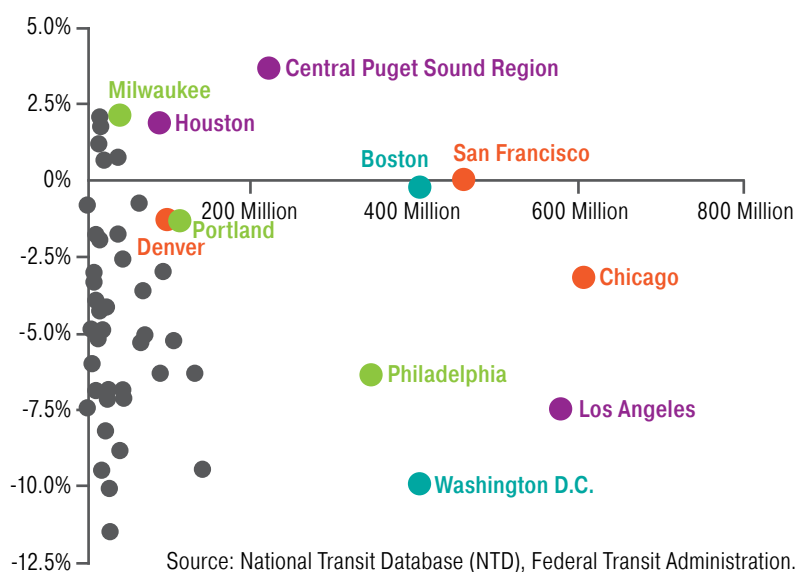
Sound Transit updated its Long-Range Plan in 2014, and subsequently the voters approved the third system investment package, Sound Transit 3, which provides a plan and funding for connecting the region with various modes of high-capacity transit through 2041. Development of ST3, along with continuing efforts to integrate public transit services, created an impetus for agencies throughout the region to develop or update their own long-range transit plans. As regional high-capacity transit and the frequent transit network that supports it continue to expand, agencies are thinking further ahead and collaborating more closely than ever to create a seamless and user-friendly public transit system.

Simultaneous long-range planning by local transit agencies, with the Regional Transportation Plan and Sound Transit 3 for guidance, results in a much clearer picture of the bus network supporting and integrating with the high-capacity transit system through 2040. PSRC worked extensively with the region's public transportation providers to incorporate their latest long-range plans into an integrated 2040 transit network (see Figure 7). The results of this integrated transit network is 80 percent of the

Regional Transit Growth Was the Fastest in the Nation

Transit use in the central Puget Sound region grew at a faster rate than any of the 52 metropolitan areas with a population of more than one million people (only 10 of these regions experienced an increase).

Annual Growth in Transit Ridership, 2016



⁴ Puget Sound Trends. May 2, 2016, "Puget Sound Region Has Fastest-Growing Transit Ridership in U.S."

population will be within a 10 minutes walk of transit. Access to frequent transit is also improved. More detailed plan performance can be found in Chapter 4.

PSRC produces an annual Transit Integration Report documenting coordination underway and anticipated in the central Puget Sound region. The report highlights the work of transit operators to make transit easier to use for customers and provide cost savings for agencies and tax payers, such as the coordinated ORCA farecard, integrated marketing, and developing standardized wayfinding systems.

The Regional Transportation Plan connects designated growth centers and other areas of high employment through a network of transit services that provides mobility options for all trip purposes. The transit network is built around frequent transit services that operate all day and at high frequencies and is further supported by express transit routes that serve both regional growth centers and other employment centers, including productive peak-period routes.

Public transportation investments, ranging from large-scale regional projects to local improvements, provide a comprehensive public transportation system with a wide range of benefits. The plan specifically calls for significant increases to transit services provided by all public transit providers in the region. The plan also encourages changes in the operating environment to better support a variety of reliable transit services. These types of services are described below.

FREQUENT TRANSIT SERVICE

Frequent transit is service that allows a person to show up and go without the need to plan a trip around a schedule. Frequent transit service is planned for communities where high density, mixed-use growth allows for productive transit service throughout the day. This public transit service allows people the option to live without owning a car, potentially lowering the transportation costs associated with vehicle ownership for households. Frequent transit service, generally every 10-15 minutes throughout the day, also provides the most freedom and flexibility for people with special needs.

The Regional Transportation Plan expands the frequent transit network that is interconnected across urbanized areas within the region and focused on Sound Transit's Link light rail service and connecting frequent bus and streetcar service. Bus and streetcar service that connects to Link light rail provides frequent and reliable service for work and non-work trips. Frequent, fast, and reliable bus transit may be in corridors where bus rapid transit is warranted, such as Community Transit's Swift program, King County Metro's RapidRide, or on corridors envisioned for this type of service by other transit providers in the region, such as Pierce Transit's Pacific Avenue/SR 7 BRT.

EXPRESS TRANSIT SERVICES

Express transit services are designed to provide a faster transit trip, particularly in peak periods. They serve major employment centers, using wider stop spacing and/or limited-access highways. These transit services are distinguished from frequent transit in that they do not provide frequent service throughout the day. Express transit service may overlay and complement frequent transit service by serving different markets or trip purposes. Examples of express transit services include Sounder Commuter Rail, and passenger ferry services provided by King County and Kitsap Transit, and express bus services.

LOCAL TRANSIT SERVICES

The Regional Transportation Plan also includes investments in local transit service. This type of transit service is provided with little associated capital investment, and therefore is more flexible

in terms of planning and routing on specific streets and corridors. Local transit extends service to areas without the intensity of land use or other characteristics that warrant frequent service. This allows people who would not otherwise have access to transit to travel independently. Due to less frequent service or hours, local transit requires more planning on the part of its patrons to coordinate their travel with the transit schedule.

FLEXIBLE TRANSIT SERVICES

Flexible transit service is any public transportation that is not a fixed-route transit service. This type of service accounts for the wide variety of public transportation services and supports that provide mobility to people throughout the region. This service can take many forms, including:

- A demand response service that provides mobility to people with special transportation needs who are unable to take fixed-route transit.
- Demand response and/or community- or human-service agency-provided transportation serving markets and communities where fixed-route transit is not feasible.
- Vanpool and similar services that provide access to jobs, typically over long distances and at specific times.
- A variety of first- and last-mile connections that help riders get to or from a transit station.

Several services and programs providing this type of transit can be found in Appendix H: 2019-2022 Coordinated Transit-Human Services Transportation Plan.

Approximately 48 percent of the region's total population falls into at least one of the special needs transportation demographic categories, indicating a potential for greater need for transportation services due to income status, age, or disability.⁵ Regional forecasts show that by 2040 the population aged 65 and over will grow by 93 percent (while reaching 20 percent of the total population), and the population aged 85 and over will grow by 158 percent while the total regional population will grow by 23 percent.⁶

2019-2022 Coordinated Transit-Human Services Transportation Plan

The Coordinated Plan identifies changes in special needs populations in the region, growing mobility needs and gaps, associated strategies to close the gaps, and changes to funding resulting from the 2015 FAST Act. The targeted outreach and review of updated needs assessments in the region identified key mobility needs and gaps in the region:

- *There is a need for more comprehensive access to healthcare, with a particular gap identified for those who do not qualify for non-emergency Medicaid transportation service.*
- *There is a need for more travel training and information referral services for available mobility options to close awareness gaps.*
- *There is a need to provide better transportation services within rural areas and to connect rural areas to urban areas where jobs and services are concentrated, particularly for those who cannot rely upon an automobile to transport themselves.*
- *There is a need for better coordination between service providers in order to provide more efficient service and avoid unnecessary duplications in service.*
- *There is a need for a sustainable source of funding to support existing special needs transportation services that have growing operating costs.*

⁵ 2015 American Community Survey.

⁶ Washington State Office of Financial Management, Washington State Growth Management Population Projections for Counties: 2010 to 2040.

Transit service must be supported by capital investments to ensure that it is fast, reliable, and efficient. Many of the capital costs associated with investments in high-capacity transit and other frequent and express transit services are larger in scale and allow for additional capacity to the system; these investments are referenced in Appendix G, the Regional Capacity Projects List.

In 2017, there were more than 30 park and ride lots in the region with a 97% utilization rate or greater. These facilities account for more than 20,000 parking spaces, or about half of the region's total park and ride capacity. Because of this demand, lots fill very early in the morning, and constrain access to buses, ferries, and trains. Transit agencies are actively coordinating to make the best use of existing facilities and the approximately 18,000 new parking stalls planned by transit agencies in the coming decades. Recent coordination includes the development of an HOV permit pilot programs at some of the region's most-used park and rides, and identifying ways to potentially further integrate and expand the use of parking permits at congested facilities. Additional innovative strategies must be explored to make sure that people have improved and reliable access to transit.

Other capital investments are smaller in scale or more operational in nature; these estimated costs are included in the plan's financial strategy. Examples include speed and reliability improvements such as business access and transit lanes, curb bulb-outs, stop-level improvements that speed boardings and limit vehicle dwell time at stops, and/or improvements such as transit signal priority. Transit agencies also need to plan for supporting transit service through planning for and developing adequate transit maintenance and operations base facilities, transit revenue vehicles to provide the service anticipated, maintenance and construction equipment, and other necessary investments.

REGIONAL TRANSIT ACCESS AND PARKING STRATEGY

Making sure that it is as easy as possible to get to and use the region's integrated transit network will be fundamental to the success of the system. The regional transit access and parking strategy establishes guiding principles for delivering better access and articulates key strategies for improved transit access.

Guiding Principles

The following principles should serve as a foundation for transit agencies, local jurisdictions, the Washington State Department of Transportation, and other regional transportation stakeholders when they make transit access investments.

- 1. Equity.** *Ensure that efforts to improve access consider the needs of those who most need transit services.*
- 2. Local Context.** *Access needs will be different given the diverse geographies in the region. Stakeholders should leverage tools such as the Puget Sound Regional Council's Transit Access Checklist to support an understanding of context.*
- 3. Collaboration.** *Effective and engaged collaboration with a variety of stakeholders will ensure the delivery of the most beneficial access investments.*
- 4. Innovation.** *The region must be innovative in leveraging emerging technologies, mobility services, and other low-cost opportunities that make it easier for people to get to and use transit.*
- 5. Prioritization.** *Project sponsors should rely on transparent and rigorous processes for prioritizing the highest-value improvements.*

REGIONAL TRANSIT ACCESS AND PARKING STRATEGY (continued)

Elements

The following strategic elements articulate actions to make it as easy as possible for all the region's residents to get to and use transit.

1. Maximize non-SOV access to transit. Consider the following access modes:

- **Land use and transit-oriented development.** Successful transit-oriented development means more people close to transit, which results in good access for residents and employees.
- **Pedestrian and bicycle investments, and accessibility improvements for people with limited mobility.** Safe, accessible, and comfortable facilities that support everyone's ability to easily get to transit stops and stations will increase transit access.
- **Connections with local transit and bus/rail integration.** Investments that get local transit users close to high-capacity transit stops and stations will provide riders another mode of access and extend regional mobility.
- **Emerging technologies and shared mobility.** The expansion of mobility services and the promise of new technologies are likely to increase transit access, but will require creativity and flexibility on the part of transit agencies, local jurisdictions, and other regional transportation stakeholders.
- **The transit user experience.** Considering and addressing user experience barriers such as perceptions of safety and security, good wayfinding, and clear fare structures can make it easier for people to use transit.

2. Manage parking demand at the region's most-used park and rides.

Recent trends indicate that there are several dozen park and rides throughout the region regularly at or above capacity. As a result, these park and rides fill very early in the morning and create many challenges. For riders, it means arriving early simply to get a parking space, creating equity concerns. For transit agencies, it can lead to buses and trains crush-loaded by the artificial peak of early arrivals, and for local jurisdictions it can mean congested local streets surrounding these facilities.

Managing demand, including through price, can improve the customer experience by providing riders certainty that they will be able to find a space, and greater flexibility for when they use transit. It can offer more equitable access by freeing up spaces for use outside the peak period, and potentially ensure affordability if it leverages programs such as ORCA LIFT. Managing demand can also improve regional mobility by getting more transit riders per parking space, shifting demand to underutilized park and rides, and increasing non-auto access to transit.

3. Add strategic parking capacity.

The Regional Transportation Plan assumes approximately 18,000 new parking stalls will be built in addition to the almost 45,000 that currently exist. These new stalls will be delivered exclusively by transit agencies, who may wish to consider how changing travel patterns and vehicle technology may affect demand for parking over the long-term. In addition, there are other strategic and lower cost ways to create additional parking, including:

- **Leased lots.** Continuing to add leased parking capacity will both increase supply and come at a much lower per-stall cost than building new permanent stalls.
- **Creative partnerships.** Leveraging existing private parking supply is a cost-effective strategy for transit agencies and local jurisdictions. Fee-based parking near high-frequency transit service can add parking capacity and provide predictability to riders with a guaranteed parking space near transit.
- **Restriping existing park and rides.** Restriping and reconfiguring the layout of parking stalls can add significant new capacity for little more than the cost of paint.

Active Transportation



The region's sidewalks, bike facilities and trails support a significant and growing amount of regional transportation; however, many of these facilities are disconnected or non-existent, leaving people unable to safely walk and bike to their destination.

Biking and walking are efficient, low-impact modes of travel. The plan recognizes active transportation as a critical element of the region's mobility strategies, and provides more and safer opportunities to walk and bike. Well-designed, strategically located bicycle and pedestrian facilities also provide increased and safer access to transit for more people. In heavily urbanized areas, minimizing conflicts between pedestrians, bicyclists, and motor vehicles is critically important. Conflicts can arise due to a lack of supportive active transportation infrastructure. Children, in particular, have a need for safe routes to schools. Walking and biking to school can yield significant health benefits and reduce transportation costs for families and school districts. Bicycle and pedestrian trails are important community amenities that can help spur economic development, and promote physical activity and public health.

PSRC works with stakeholders to develop the Regional Active Transportation Plan, which provides a framework for how the region, combined with local communities, can provide increased, connected, and safer options for people to walk and bike to their destinations. See Appendix L for the complete Active Transportation Plan.

Through the implementation of this plan, the region can advance many of the VISION 2040 policies in a cost-effective way. The plan highlights the many benefits of increased physical activity and safety, provides guidance for local jurisdictions in implementing active transportation, and provides an action plan for supporting active transportation policies, programs, and projects.

A key goal of the Active Transportation Plan is to increase the number of people walking and bicycling by connecting networks and making them comfortable and safe. This emphasis on safety and comfort for all ages and abilities is important to address because when investments are made, they should benefit all people.

Another key goal is to improve pedestrian and cyclist access to transit with improved terminal access, terminal facilities, and bike racks on transit vehicles. Investments fund education/outreach programs, regional trails, and make roadside investments to improve bicycle and pedestrian safety.

The Active Transportation Plan includes a regional bicycle system network and calls for pedestrian networks oriented to designated regional centers and transit station areas as a framework for regional and local nonmotorized transportation planning and investment. The Regional Bike Network highlights important, cross-jurisdictional routes that connect regional destinations. The plan is to encourage this network to be implemented with high-quality facilities that serve all people.

These investments result in a 50 percent increase in bicycling and walking for transportation purposes from today and improved accessibility for people throughout the region.

Regional Roadway System



Roadways in the region serve multiple purposes and accommodate different types of travel. Roadways range from local streets that are designed for direct access to homes and businesses, to interstate highways that are primarily designed for mobility and long-distance travel.

The regional system includes about 24,000 miles (centerline) of roadways that carry more than 86 million vehicle miles of traffic per day. The roadway system also includes 923 miles of on-road bicycle facilities, over 2,000 bridges, and accommodates more than 250 different transit routes in the region. In 2015, over 68 percent of freight tonnage in the region was shipped via trucks using the roadway system.

The Washington State Department of Transportation has responsibility for the planning, construction, and operations of freeways and state highways, including high-occupancy vehicle lanes, in the region, but coordinates planning and operations with local jurisdictions, transit service providers, and PSRC. Local jurisdictions are responsible for most arterials, collectors, and local streets.

INVESTMENTS

Significant investments have occurred over the last four years, including Connecting Washington and various local initiatives, and many projects in the regional plan are funded and moving toward completion. The arterial and highway investments included in the Regional Transportation Plan implement the VISION 2040 regional growth strategy by creating and maintaining a highly connected network of multimodal roadway facilities and by providing transportation

Interstate 5, City of Seattle



choices and supporting various types of travel within the urban growth area, with a particular emphasis on improving accessibility to jobs, opportunities, and destinations. The plan also puts emphasis on the reliable and efficient movement of people and goods through a wide variety of transit, bicycle, and freight facility improvements on existing roadways.

Many of the roadway investments in the plan are local priority investments that are captured in the plan's financial strategy but are not called out as individual projects. Examples of these types of investments include safety improvements on local roadways, intersection improvements, signalization, etc. The plan also includes larger scale regional roadway investments as identified on the Regional Capacity Project list (Appendix G). Examples of these investments include adding strategic capacity along state routes and principal arterials, including the addition of high-occupancy vehicle lanes and other multimodal improvements, operational improvements on interstates, updated interchanges, etc.

STATE FACILITIES ACTION PLAN

As part of the efforts in the plan to identify near-term actions to improve system performance and close additional funding gaps, PSRC engaged with WSDOT to develop a State Facilities Action Plan to address several strategic issues facing state facilities in the central Puget Sound region. These include:

- **I-5 operational improvements.** Near-term actions to improve operational challenges on I-5, and a longer-term study of demand management strategies. Operational improvements can include investments such as ramp meters, incident response, traveler information, shoulder running, etc.
- **I-5 preservation.** Identification of current needs, strategies to address them, and the challenges in implementation. Throughout the central Puget Sound region, the majority of pavement and bridge structures on I-5 originally constructed in the 1960s are still in service today. The estimated preservation need through 2040 for the full set of assets on I-5 in the region (pavement, bridges, drainage, electrical, and barriers) is approximately \$2.5 billion, which is 18 percent of all statewide preservation needs.
- **HOV policy and managed lanes.** Proposed work plan, in partnership with PSRC, to evaluate alternative approaches to address speed and reliability of the HOV lane system. While HOV lanes systemwide continue to provide an advantage to transit and carpools compared to the general purpose lanes, certain corridors such as I-5 and I-405 are not performing to state standards. Tools such as express toll lanes are one way WSDOT is managing the system, and additional tools and strategies will be reviewed.
- **Seismic preparedness.** Identification of accomplishments to date, current activities and potential areas for future focus. As an example, over the past two decades WSDOT has spent over \$195 million to retrofit all or part of more than 400 bridges throughout the state, and the Legislature provided \$170 million as part of Connecting Washington for continued work. However, more work is still needed and critical corridors have been identified as part of the “Seismic Lifeline” routes.
- **Local priority state highways.** Proposed work plan to apply a practical solutions approach to identify and prioritize needs and strategies for local priority state highways. WSDOT has been working to develop corridor sketches to document mobility needs and potential strategies for each state route, and will work with local partners using a practical solutions approach.

The full set of briefing papers on the State Facilities Action Plan can be found in Appendix I.

Figure 8. King County Investments — Examples

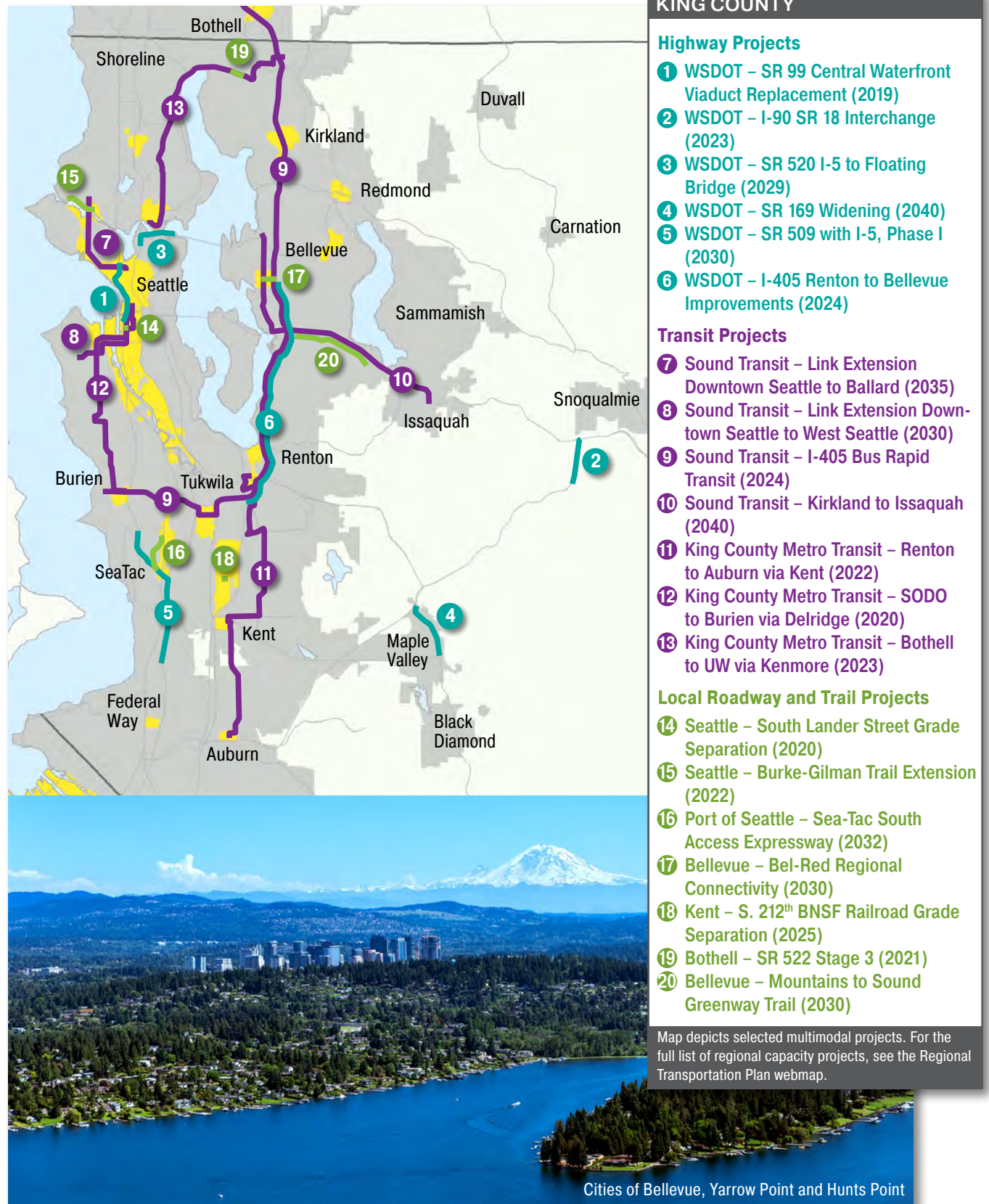


Figure 9. Kitsap County Investments — Examples



Figure 10. Pierce County Investments — Examples

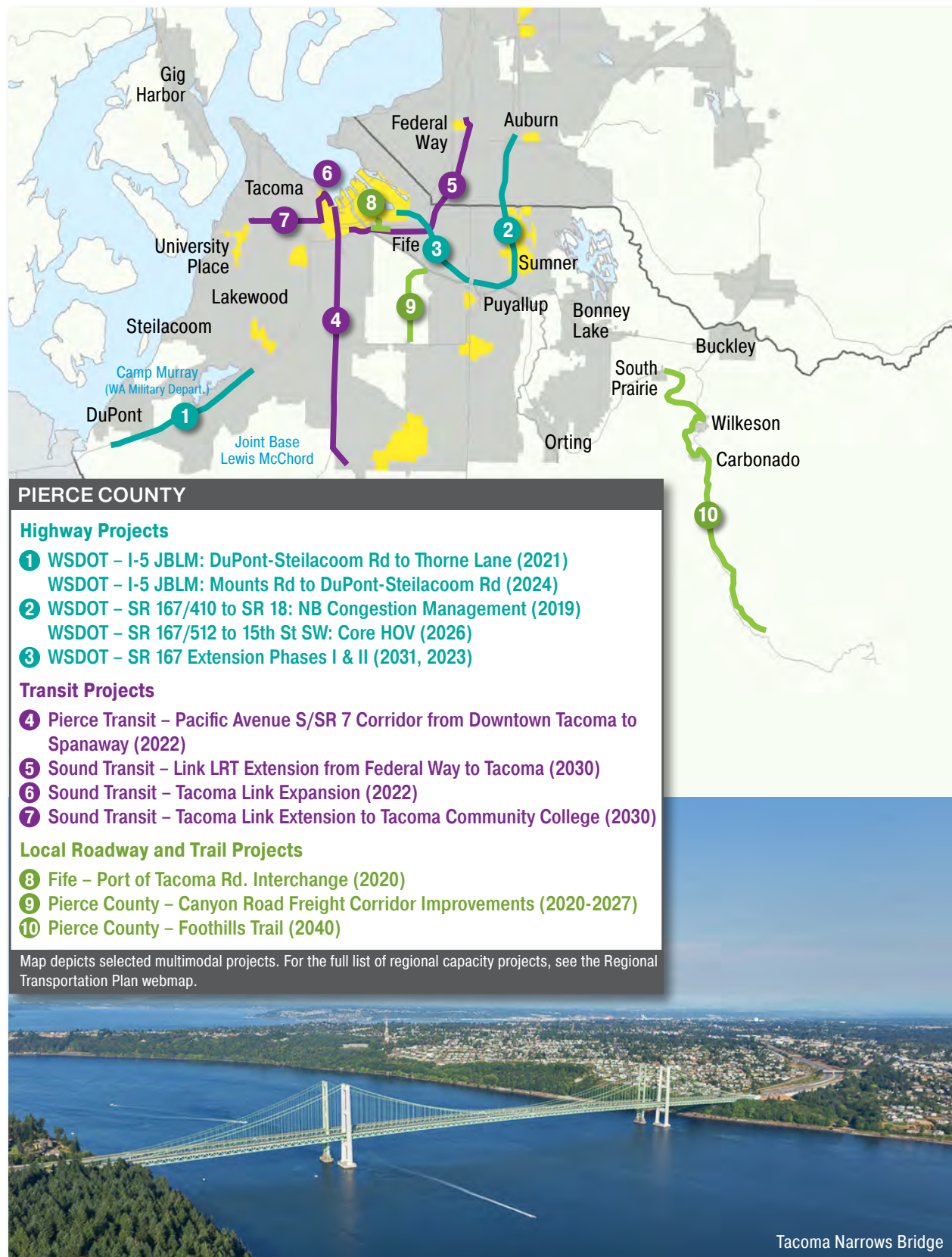


Figure 11. Snohomish County Investments — Examples



Automobile and Passenger Ferry Systems



The central Puget Sound region has a long history of reliance on waterborne transportation. Many communities are bordered by water, and several communities — including Vashon Island and Anderson Island — are completely reliant on ferries to access the mainland. Ferries play a key role in the regional transportation system and economy by connecting residents to jobs and services, and taking visitors to recreational opportunities.

Passenger and auto ferry services support the region's land use and transportation objectives by providing effective transportation services that reduce travelers' dependence upon cars and reduce congestion. Passenger and auto ferry services also support the greater use of fixed-route rail and bus 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 public transit. See Appendix A, MPP-T-2 and 3, MPP-T-23 and 24.

The region's ferry system is both a marine highway and a high-capacity transit system. It functions as a vehicle-carrying marine highway that moves people and goods across Puget Sound and as a high-capacity transit system moving thousands of passengers in a single vessel. Washington State Ferries operates eight ferry routes in the four-county region and Pierce County Ferries operates two ferry routes in Pierce County. These routes provide service to a mixture of automobiles and walk-on passengers. In addition, the following passenger-only ferry service is provided:

- **Kitsap Transit.** Bremerton to downtown Seattle fast ferry, Bremerton to Port Orchard and Bremerton to Annapolis foot ferries.
- **King County Marine Division.** Vashon to downtown Seattle and West Seattle to downtown Seattle.

Ferry terminals provide an important link between the ferry route and the landside transportation system on both sides of Puget Sound. Terminals are being improved to strengthen the connections between ferries and other forms of transportation, such as bus, rail, automobile, pedestrian, and bicycle. Other types of terminal facilities supporting these system connections include high-occupancy vehicle lanes for preferential loading, park and ride lots, bicycle lockers, and ferry maintenance facilities.

AUTOMOBILE FERRIES

Auto ferries are owned and operated by two public agencies in the region. Pierce County operates small automobile ferries from Steilacoom to Anderson and Ketron Islands, with 14-21 daily round trip sailings between Steilacoom and Anderson Island (actual number depends on season and day of the week) and four daily round trips from Steilacoom and Ketron Island.

Over 24 million customers annually rely on the Washington State Ferries division's 22 vessels and 20 ferry terminals for safe, reliable transportation across Puget Sound. The ferry division serves two vital transportation functions: as a marine highway and as a transit service provider.

In July 2009 Washington State Ferries published its long-range plan for the state ferry system. The plan lays out a management and investment program for the period from 2010 through 2030. An update of the Washington State Ferries long-range plan with a 2040 planning horizon year is underway.

The ferry division's 2009 long-range plan, consistent with legislative direction, maintains current levels of ferry service with limited improvements. Significant progress has been made, such as replacing aging vessels, implementing a vehicle reservation system, and advancing terminal improvement projects, but a number of strategic challenges remain for Washington State Ferries to address in the agency's 2040 long-range plan. These include:

- Major demographic and economic shifts that continue to affect demand for ferry service.
- Long-term capital funding needs, particularly driven by impending vessel retirements, place financial constraints on the ferry system.

Washington State Ferries is developing its 2040 long-range plan to address these challenges and others, including schedule adjustments, dry-dock facilities, and operational and demand management strategies.

In recognition of its role providing high-capacity transit within the region, the Regional Transportation Plan incorporates the automobile ferry system into the region's 2040 integrated transit network (see Public Transportation section).

Vessel investments. Vessel procurements are a key element of the capital program necessary to ensure stable and reliable service. The state ferry fleet is one of the oldest of any major ferry system, with 13 of the 22 vessels in the fleet exceeding 30 years in age. The Regional Transportation Plan includes eight new vessels by 2030 to replace older vessels as they come due for retirement. In addition, the regional plan anticipates a retirement of the Hyak (144-car vessel) in 2018-19. A 2017 legislative budget proviso calls for Washington State Ferries to review vessel needs by route and to identify the characteristics most appropriate for replacement vessels.

Beyond 2030, additional large auto ferry replacements will be required. Between 2030 and 2040, four 144-car ferries and two 188-car ferries will need to be replaced.

Terminal investments. Terminal investments will be necessary to continue to operate efficient and productive auto ferry service. A 2017 legislative budget proviso directs the agency to plan for seismic vulnerability of terminal facilities in the 2040 long-range plan as well. Washington State Ferries terminal investments in the plan include:

- ***Mukilteo Multimodal Terminal.*** The Mukilteo Multimodal Project relocates the Mukilteo ferry terminal to the tank farm site just east of the existing terminal. The project includes a new passenger and maintenance building, a supervisor's building, transit center, and four new toll booths. Its location near the Sounder commuter rail station will improve transit connections.
- ***Seattle Colman Dock.*** Colman Dock in Seattle is the state's largest ferry terminal, serving more than 9 million people per year. Washington State Ferries will replace the aging and seismically vulnerable parts of Colman Dock in order to maintain its critical role as a regional multimodal transportation hub.

The Regional Transportation Plan integrates the ferry system with other transportation elements. To support a successful regional auto and passenger ferry system, the plan includes strategic investments in state highways and local roads, efficient transit connections, appropriate parking facilities serving ferry terminals, and improved bike and walk facilities providing active transportation access to ferry terminals.

PASSENGER FERRIES



While most of the ferries operating in the region today are combined car and passenger ferries, passenger-only ferries also have a regional presence. Passenger-only ferries historically filled a vital role in the regional transportation network. As the region grows and becomes more congested, passenger-only ferries provide an opportunity for mobility and an important component of the region's integrated transit network.

Two passenger-only ferry operators with year-round service exist within the region: King County Marine Division and Kitsap Transit.

King County Marine Division operates passenger-only ferry service between Vashon Island and downtown Seattle and between West Seattle and downtown Seattle. The popular Water Taxi is an example of growing interest in extending water-borne transportation throughout the region. Routes under consideration include Tacoma to Seattle, as well as service across Lake Washington. King County Marine is studying other passenger-only ferry routes for possible demonstration service.

Kitsap Transit offers year-round foot ferry service between Port Orchard, Annapolis, and Bremerton. In November 2016 Kitsap County voters approved a ballot measure that allowed Kitsap Transit to begin fast ferry service connecting Bremerton to downtown Seattle in July 2017. Kitsap Transit has plans to expand service on this route and to add new passenger-only ferry routes, including Kingston and Southworth to downtown Seattle.

During the summer season, private operators run for-profit passenger-only ferry service geared to the Victoria, B.C., and San Juan Island tourist markets.

Terminals. The plan includes improvements to existing passenger terminals, and new terminal facilities and docks to support the preservation and expansion of the five existing passenger ferry routes as well as to facilitate the two new cross-Sound routes. These include improvements at West Seattle, Bremerton, Port Orchard, Seattle, Kingston, and Southworth.

Supportive Land Use

Similar to transit-oriented development near transit facilities, land use patterns in the vicinity of passenger ferry terminals can contribute to the success of a regional passenger ferry system. Mixed-use developments can build ferry ridership and increase accessibility to passenger ferry services. To support future passenger ferry service the Regional Transportation Plan recommends the region and local jurisdictions develop supportive land use and zoning policies to support transit-oriented development associated with waterborne transportation.

Regional Aviation System



The existing regional airport system consists of 24 public use airports and two military airfields. The airport system includes: Sea-Tac International Airport, Boeing Field/King County International Airport, Paine Field/Snohomish County Airport, McChord Air Force Base and Gray Army Airfield at Joint Base Lewis-McChord, three other general aviation reliever airports, six regional airports, two local airports, and seven general use airports. This inventory includes five seaplane bases, two of which are operated by Kenmore Air, which provides scheduled and charter seaplane and land plane services throughout Western Washington and southwestern British Columbia, including Vancouver.

The portion of the regional airport system that is included in the metropolitan transportation system consists of the region's two primary airports — Sea-Tac International Airport and Boeing Field — and the region's four general aviation reliever airports—Paine Field, Renton Municipal Airport, Harvey Field, and Auburn Municipal Airport.

Seattle-Tacoma International Airport (Sea-Tac) is the region's primary commercial service airport, serving almost 46 million passengers and more than 412,000 operations (take-offs and landings) in 2016. Sea-Tac also served 366,000 tons of air cargo in 2016.

Boeing Field is a primary non-hub commercial service airport accommodating nearly 200,000 operations each year and is also home to various Boeing Company operations.

Paine Field is a general aviation reliever airport, has more than 532 based aircraft, served almost 107,000 operations in 2016, and is home to various Boeing Company operations. Paine Field is also in the process of constructing a two-gate terminal that will begin supporting commercial flights in late 2018.

Auburn Municipal Airport is a general aviation reliever airport with 312 based aircraft and served 164,000 operations in 2016.

Renton Municipal Airport is a general aviation reliever airport with 268 based aircraft, served 123,000 operations in 2016, and is home to various Boeing Company operations.

Several of these airports are in the process of updating master plans, which PSRC will engage in. The outputs of these master planning processes will provide additional information in support of future regional transportation plans. One emerging theme is a need for a comprehensive technical assessment of capacity constraints in the regional air transportation system.

PLANNING FOR FUTURE AIRPORT SYSTEM NEEDS

Regional planning for future system needs embraces the strategies and recommendations contained in the state's Long-Term Air Transportation Study in the Puget Sound completed in 2009. One of those recommendations is that the state take the lead in addressing future airport capacity needs. Any future regional system planning process would likely take the form of a joint effort between PSRC, the state, and other key stakeholders.

Continued coordinated planning is needed to ensure the regional airport system can accommodate growth in aviation. At the direction of PSRC's Executive Board, PSRC will lead the development of a new Regional Aviation Baseline Study in 2018-2019 that will build on master planning processes underway at many of the region's airports. The study will consolidate an assessment of specific capacity needs, issues, challenges, and community impacts. The study will set the stage for future regional planning.

Planning for the future airport system is guided by the following regional policies:

- The region should maximize aviation capacity within the existing regional airport system before constructing new airports.
- The state will play a lead role in addressing aviation capacity needs and place a priority on funding and planning the state's air transportation system.

- When additional capacity is forecast to be needed, and no feasible airport capacity is available within the region, the state will take the lead role in addressing capacity needs, including by funding a site selection study for the placement of new airport(s) if no sponsor is available.

Intercity Passenger Rail and Intercity Passenger Bus



Intercity passenger rail and intercity passenger bus provide long-distance transportation and connections for all types of trips. These services connect the region to a national system of passenger rail and bus terminals. The region benefits from having both long-distance passenger trains and buses and a federally designated high-speed rail corridor.

The Pacific Northwest Rail Corridor, a federally designated high-speed rail corridor, has received federal, state and local funding to improve travel times on the corridor. The corridor runs from Eugene, Oregon in the south, through Tacoma-Seattle-Everett, to Vancouver, British Columbia and encompasses the primary north-south passenger rail route through the state of Washington. In addition to the intercity Amtrak Cascades rail service provided currently between Oregon and British Columbia on the high-speed corridor, Amtrak's long distance trains from Seattle to California (Coast Starlight) and to Chicago (Empire Builder) also operate on rail corridors in the region.

Washington state is committed to a high-quality intercity passenger rail service which offers an alternative to automobile and air travel and can help reduce the congestion, energy use, and environmental impacts of highways. The state is implementing this through incremental improvements to the intercity rail passenger service provided by Amtrak Cascades. The objective is to provide safer, faster, more frequent and reliable north-south passenger rail service through western Washington, as a more desirable and convenient mode of transportation (compared to air and highway travel).

The long-term goal for intercity passenger rail service provided by Amtrak Cascades is planned to include 13 trains per day between Seattle and Portland, and four trains per day between Vancouver, B.C., and Seattle (three of which continue to Portland). Travel time between Seattle and Portland will be reduced by a quarter to approximately 2.5 hours, and travel time

between Vancouver, B.C. and Seattle will be reduced by a third to just over 2.5 hours. The plan to increase service frequency and improve train speeds requires a number of capital investments in train station facilities, new train equipment, continued use of existing tracks owned by BNSF Railway, and improved track crossings and signalization.

The region will pursue intercity passenger rail improvements as detailed in the 2006 Washington State long-range plan for Amtrak Cascades and the Washington State Rail Plan: Integrated Freight and Passenger Rail Program 2013-2035. As of June 2017, 18 of 20 high-speed rail projects have been completed on the Amtrak Cascades corridor, and the state is monitoring program outcomes, which include travel time reductions, number of round trips between Seattle and Portland, and on-time performance in the corridor. Washington State Department of Transportation is planning for the next increment of intercity passenger rail improvements through an update of the Washington State Intercity Passenger Rail Plan in 2018. Although the scope of the update has not been determined, future plans include an assessment of equipment needs, accessibility, and growth projections for intercity rail in the state. Washington State Department of Transportation is also studying ultra-high speed transportation (250 mph or greater) options along the high-speed rail corridor.

Intercity bus service in the region is provided by a variety of private companies, including service by Greyhound, Bolt Bus, Northwest Trailways, and the Washington State Department of Transportation-funded Dungeness Line. These services are distinguished from public transit bus service in that they are designed to provide long-distance bus service connecting cities and regions across a longer distance. Bolt Bus provides express service on the I-5 corridor with a terminal in Seattle that connects to Portland, OR, and Vancouver, BC. Greyhound has stops in Everett, Seattle, and Tacoma and provides service on both the I-5 and I-90 corridors connecting to a national network. Northwest Trailways provides service with connections to its national network with service along US 2 (stops at Skykomish and Monroe) and I-5 (stops at Everett, Seattle, and Tacoma). Washington State Department of Transportation subsidizes an intercity route connecting the region with the Olympic Peninsula called the Dungeness Line (operated under contract with Greyhound). This service connects communities in Clallam and Jefferson counties on the Olympic Peninsula with the central Puget Sound region. The Dungeness Line makes stops at Kingston, Edmonds, several Seattle stops, including Seattle's Amtrak and Greyhound stations, and Sea-Tac Airport. Additional intercity bus service is provided by Bellair and Shuttle Express, connecting outlying counties and communities with Seattle, Sea-Tac Airport, and other major destinations in the region.

Washington State Department of Transportation is planning an update to its Intercity Bus Plan in the coming years. The Intercity Bus Plan includes a needs assessment for communities that need subsidies through the FTA Section 5311(f) Intercity Bus Program, similar to the Dungeness Line. Given the level of intercity bus service on corridors in the region, it is unlikely that new intercity bus corridors that would require subsidies will be identified in the Intercity Bus Plan update. Intercity bus travel is anticipated to continue to grow as population and employment growth continues in the central Puget Sound region. Intercity bus operators are expected to continue their strategy of co-locating their terminals with public transit service and in some cases intercity rail, given the number of their riders who need to make transit connections when boarding and alighting from the intercity bus service.

Freight Mobility

The Regional Transportation Plan underscores the importance of an efficient freight and goods transportation system in maintaining quality of life, ensuring that businesses can deliver products and services to market, strengthening the region's economy, and leveraging the central Puget Sound region's strategic position as a critical gateway for international trade.

REGIONAL FREIGHT AND GOODS TRANSPORTATION SYSTEM

The central Puget Sound region's freight and goods transportation system consists of a multimodal network that includes highway, rail, air, marine, and pipeline operations. Descriptions of key components of the system follow.

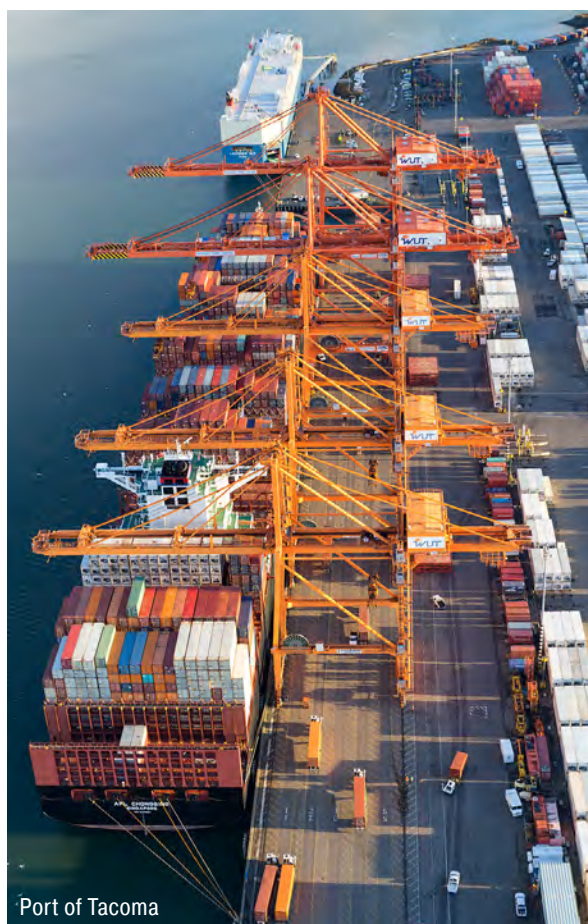
Roadway facilities include major trade corridors, as well as national, state, and local roadway links. International trade for the central Puget Sound region is served by infrastructure including interstates 5 and 405, which provide north-south connectivity to and from the Puget Sound region and the other major economies on the West Coast, including the greater Vancouver, British Columbia, region and California. Interstate 90 provides east-west connectivity and links the region to major national and international markets. These trade corridors are fed by a number of national, state, and local roads and facilities that connect population centers and industries to outlying markets.

Marine and air cargo facilities are key regional economic drivers, and provide vital international trade links to the nation and world. These facilities include the Port of Everett, Northwest Seaport Alliance (cargo operations for ports of Seattle and Tacoma), and air cargo facilities at Sea-Tac, Boeing Field, and Paine Field.

Rail includes the Class 1 rail facilities of the BNSF and the Union Pacific (UP) railroad mainlines and intermodal yards, all of which provide vital long-haul rail capacity to feed the needs of

Where does the cargo that moves through the region's deepwater ports go?

- In 2016, the Northwest Seaport Alliance moved 3.6 million TEU (20-foot equivalent unit), making them (combined) the fourth largest international container load center in the country.
- By 2025, the Northwest Seaport Alliance hopes to grow to 6 million TEU per year.
- Most of this freight is discretionary, moving through the central Puget Sound gateway to destinations in the Midwest and East Coast because it is economical to do so.



international cargo and regional businesses. A number of short line railroads support regional industries by providing short-haul connectivity to markets within and beyond the central Puget Sound region.

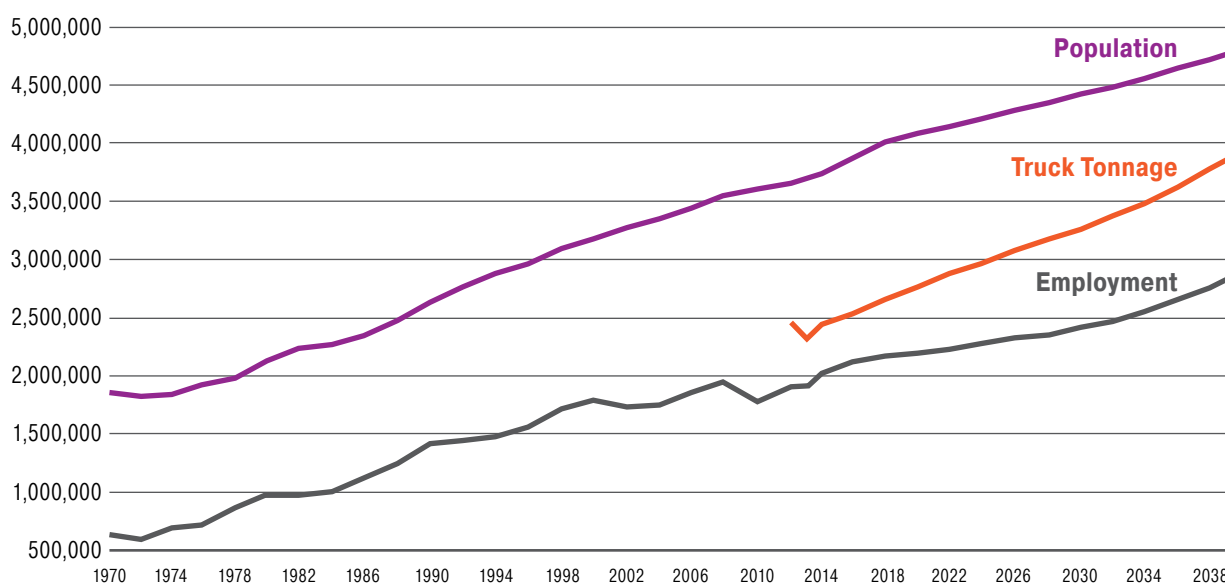
Pipeline capacity is provided primarily by the Olympic pipeline, which carries gasoline, diesel, and jet fuel along its 299 miles from Blaine, Washington, to Portland, Oregon.

Military goods movement system consists of the Strategic Highway Network (STRAHNET), Strategic Rail Corridor Network (STRACNET), military bases, and sea ports of embarkation. In addition to other military bases, the central Puget Sound region is home to Joint Base Lewis-McChord, the only Department of Defense Power Projection Platform (PPP) on the West Coast. PPPs are defined as Army installations that strategically deploy one or more high-priority active component brigades or larger and/or mobilize and deploy high-priority Army reserve component units with a 96-hour response and two full divisions in five to eight days. Naval Base Kitsap also has significant freight movement and logistical needs.

THE REGION IS GROWING AND SO IS FREIGHT

As illustrated in Figure 12, forecasts for the Regional Transportation Plan show regional population growing 25 percent and regional employment growing 40 percent by 2040. Regional freight forecasts also show growth in freight movement, with truck tonnage growing 56 percent, and freight rail tonnage growing 51 percent by 2040.⁷

Figure 12. Population, Employment, and Truck Tonnage, 1970-2040



Note: Truck tonnage in 100s of tons.

⁷ 2017 FHWA FAF 4.0 Database.

INTERNATIONAL GATEWAY

The Northwest Seaport Alliance ports of Seattle and Tacoma are international gateways for this region and the nation, bringing regional benefits in the form of jobs, business revenues, and taxes. They support more than 48,000 jobs and produce more than \$379 million in state and local taxes. In 2016, the Northwest Seaport Alliance's combined Seattle and Tacoma trade made the central Puget Sound region the fourth largest container port by volume in the nation. The Port of Everett specializes in high-value cargo, such as oversized aerospace fuselage equipment for the Boeing Company, supporting more than 35,000 jobs, and \$373 million in state and local taxes. Together, these ports were responsible for a total of \$105.4 billion in exports for 2016.⁸

Operated by the Port of Seattle, Sea-Tac Airport ranked 20th in air cargo volume in North America in 2015, accommodating more than 332,000 metric tons of total cargo. Sea-Tac is the third largest airport for international cargo on the West Coast (excluding Alaska).

REGIONAL AND LOCAL DISTRIBUTION



Up to 80 percent of all truck trips in metropolitan areas are generated by deliveries of goods and services in the regional and local distribution system.⁹ Regional businesses depend on efficient and reliable regional deliveries, and residents need products from retailers and service providers that all originate on a truck. Demand for trucking is anticipated to increase with population and employment, as well as from changes in technology and consumer preferences. The tremendous growth in e-commerce for consumer shopping means that more households will receive a greater number of deliveries direct to the doorstep, resulting in changes to truck trips and distribution patterns that are still being understood. Growth in e-commerce at the national level has changed from approximately 3.5 percent of all total sales in early 2008, to approximately 8.2 percent for the second quarter of 2017.¹⁰

⁸ WorldCity, 2017 U.S. TradeNumbers.

⁹ 2017 WSDOT Freight System Plan.

¹⁰ U.S. Census Bureau News, Quarterly Retail E-Commerce Sales Second Quarter 2017, August 17, 2017.

PROJECTS AND INVESTMENTS

The Regional Transportation Plan includes investments that will support freight movement, ensuring that the region will continue to benefit from international trade, that businesses will be able to get their products to market, and that residents will continue to conveniently receive the products they need. Some examples of strategic freight capacity projects in the regional plan include:

- **Pierce County.** Canyon Road Freight Corridor Improvements — connects the planned employment center in Frederickson with the Port of Tacoma and destinations northward.
- **Everett.** 41st Street Rucker Avenue Freight Corridor — arterial and access improvements from Port of Everett to I-5 on West Marine View Drive to Rucker Avenue to 41st Street with improvements to better accommodate over-dimensional freight traffic and increasing general freight traffic.
- **Seattle.** South Lander Street Grade Separation — develop a grade separation of the roadway and the BNSF Railway mainline railroad tracks between 1st Avenue South and 4th Avenue South.
- **Washington State Department of Transportation.** Puget Sound Gateway Program — the Puget Sound Gateway Program is comprised of two unique projects, SR 509 and SR 167, which together make major improvements to relieve traffic congestion and improve freight mobility. The Gateway Program is key to enhancing the state's economic competitiveness, both nationally and globally, by connecting the state's largest ports to major distribution centers in King and Pierce counties and eastern Washington.

Other investments also have substantial freight benefits for the region. The Northwest Seaport Alliance's (NWSA) Clean Truck Program, funded in the past with PSRC's federal funds, requires trucks serving Seattle and Tacoma terminals to have newer, cleaner-burning engines to reduce diesel emissions and helps facilitate a trade-in program for these trucks aimed at owner-operators that serve NWSA terminals. Another example is the rehabilitation of key facilities leading into the region's ports. Investments that improve the local system, whether adding capacity, operational improvements such as Intelligent Transportation Systems, or preservation, also provide benefits to the local and regional freight system.

NATIONAL AND STATE PLANNING CONTEXT

As part of the FAST Act, two new funded programs were created for which freight projects were explicitly eligible:

- The Nationally Significant Freight and Highway Projects program provided a total of \$4.5 billion over five years to a competitive grant program for freight.
- The National Highway Freight Program (NHFP), is a freight-specific formula program totaling \$6.3 billion over five years that is apportioned to states based on the percentage of miles a state has in the Primary Highway Freight System. The FAST Act provided for states and metropolitan planning organizations to add a limited number of miles to this system through the identification of Critical Urban Freight Corridors and Critical Rural Freight Corridors. PSRC and WSDOT coordinated closely on this process and were able to extend key eligibility for these funds by designating freight corridor segments that will help the region make more complete connections for freight and goods movement.

To take full advantage of new freight provisions in the FAST Act, states need to develop state freight plans to be eligible to receive formula funding under the NHFP. Washington State Department of Transportation develops a freight systems plan and a freight investment plan to identify projects that are eligible for the NHFP funding as provided for in the FAST Act. The 2017 Washington State Freight System Plan was developed with input from PSRC and other stakeholders, and reflects an alignment on many factors related to freight and goods movement in the central Puget Sound region. WSDOT and PSRC coordinate regularly on freight systems planning, examples of which include recognizing the role of the designated Manufacturing Industrial Centers and working closely to respond to new federal funding opportunities. The Washington State Freight System Plan provides examples of how components of the region's multimodal freight system support the state's economy as a whole, such as highlighting the role of the region's marine cargo ports and the important connections they provide for international and domestic trade.

Information on specific freight provisions in the FAST Act, and the projects in the State Freight Investment Plan and other regional freight projects are included in Appendix J: Regional Freight and Goods Movement.



City of Bremerton

CHAPTER 3

A Sustainable Financial Framework



Improving the transportation system is about achieving a broad range of other important objectives: preserving the environment, making the most of our neighborhoods and common infrastructure, and pursuing education, recreational and employment opportunities. Investments in mobility are integral to the creation and maintenance of our economic and social well-being. The Regional Transportation Plan includes a forward-looking strategy to address challenges associated with financing transportation investments. It is critically important that the region deliberately moves forward in developing new ways to pay for transportation projects and programs.

People want better mobility, yet as the costs of providing new transportation capacity continue to increase, the effectiveness of that capacity is often quickly compromised by growing traffic. Limited public financial capacity for transportation infrastructure investment has encouraged transportation professionals and regional policy makers to begin exploring the potential benefits associated with reforming the way transportation is paid for. The future of the fuel tax to finance roads is limited. Advances in vehicle technology, consistently increasing construction costs, and erosion of purchasing power due to inflation have demonstrated the need to find other ways to pay for transportation investments. Business leaders, state legislators, and experts in the transportation field are all coming to similar conclusions: traditional tax-based financing measures will not, by themselves, be sufficient to solve the region's transportation problems in the long-term.

In the central Puget Sound region, decision-makers have been deliberately examining an approach to funding transportation through fees and tolls that apply to users of the transportation systems and services. The Regional Transportation Plan sets out broad direction that moves the region toward a sustainable future in which investments can be made when they are needed, in a predictable manner, with revenues generated from those who benefit from the investments. Any major changes to the state's ways of funding transportation would require the blessing of the Washington State Legislature. The Regional Transportation Plan presents a general scenario for the future of transportation finance in the central Puget Sound region, but recognizes there are still many important unanswered policy questions, and embraces the need for flexible thinking about how these changes may come about.

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 plan does this, and outlines a set of conditions and assumptions that constitute a financial strategy for implementing the plan.

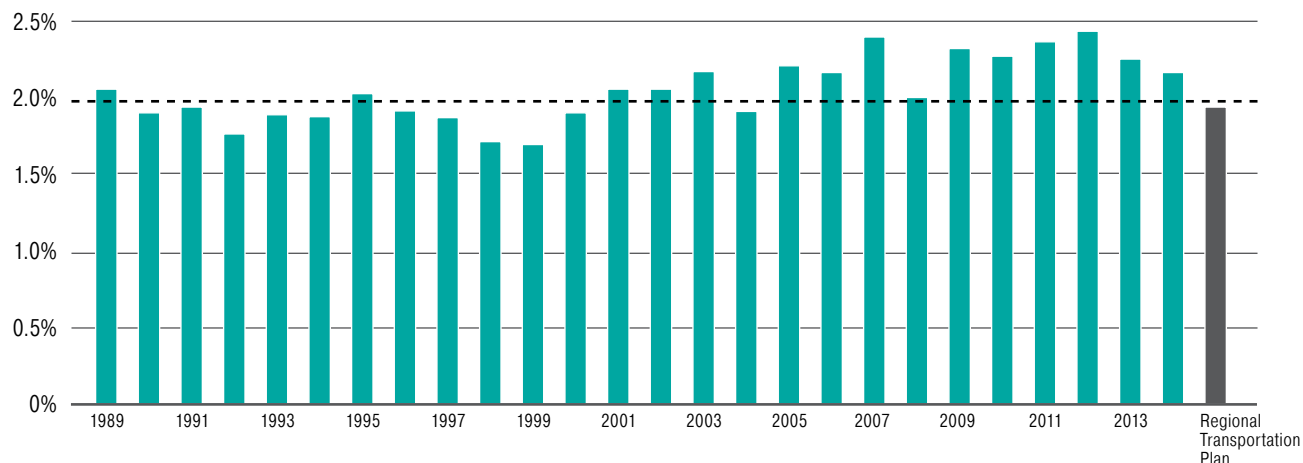
Growth and Transportation Funding



Investments in transportation infrastructure and services are strongly linked to growth in the broader economy. As the region grows, it will be important to ensure that there is the fiscal capacity to make investments in transportation systems. Historic levels of transportation spending in relationship to personal income guides the overall approach to setting reasonable financial goals.

But what level of total investment is enough? Over a period of nearly 25 years residents of the central Puget Sound region have dedicated approximately 2 percent of their personal income to outlays on public sector transportation, and considerably more on private investments in personal and freight mobility (see Figure 13). Public sector budgets will define the limits of investment, so maintaining this level of historical effort can be seen as a minimum target for a sustainable transportation investment program. In particular, the region's fiscal capacity must be sufficient to support specific transportation needs associated with a growing regional economy.

Figure 13. Public Sector Transportation Expenditures as a Percent of Regional Personal Income
(Historical: 1989-2014; Planned: Average Annual Expenditures/Average Annual Personal Income)



Nearly all existing transportation revenues are restricted to specific uses, by source, by expenditure, or by geography. 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, which ultimately results in higher costs in the future, and are often compounded by increasing safety and mobility concerns. Meanwhile, existing transportation revenues are not keeping pace with travel demand and the infrastructure investments needed to support this growing demand.

Aging infrastructure requires regular and predictable investments in maintenance, preservation, and operations. Much of the region's infrastructure was built many decades ago and will require significant efforts in preservation, or will need to be replaced over the next three decades. System investments that were started years ago need to be completed, such as pieces of the high-occupancy vehicle network, and missing links in the highway and local road system. Providing new ways of moving freight and people around on existing infrastructure is increasingly important as the region continues to grow.

Reliance on the fuel tax will likely come to an end within the next few decades. Changes in vehicle technology, increasing capital costs, and inflation continue to compromise the purchasing power of fuel tax proceeds. This path is unsustainable and new sources of reliable funding must be developed and phased in over time. Federal and state policy makers are encouraging new approaches. User-fee technology is available to allow a transition to another form of direct charging for road use, but many policy and program design issues remain undressed. A major piece of future work must involve a comprehensive design of a structural replacement for fuel taxes. This shift represents a fundamental change to the way we pay for and operate transportation. Changes cannot occur overnight, but rather will only be the result of many separate actions, including actions by the Washington State Legislature and Congress, along with broad public acceptance.

The Washington State Transportation Commission determined that a road usage charge is feasible and could produce the needed revenue to fund the state's long-term transportation needs. In 2018, the Commission is launching a pilot study to see if a road usage charge makes sense for Washington long term. The pilot is a chance for the public to test drive a simulation of a per-mile charge system — at no cost to drivers — so they can provide feedback on the results to the state and decision makers. Volunteers will choose high-tech, low-tech, and no-tech

Emerging and Ongoing Issues in Transportation Finance

Successful implementation of the Regional Transportation Plan requires fulfilling the new revenue expectations of the financial strategy. Success on this front requires addressing a range of underlying issues facing transportation finance, and require the region and state to develop new and innovative approaches to project finance and implementation. Some crosscutting issues in transportation finance include the following:

- *The long-range future of fuel taxes.*
- *A backlog for maintenance and preservation.*
- *Diversification of transit operating revenue sources.*
- *Bond financing and its effect on the use of available revenues.*
- *Reliance upon non-transportation-related tax sources, such as the general fund.*
- *Statutory limitations on existing revenue sources, such as county property taxes.*
- *Federal contributions.*

options to report miles driven during the pilot, ranging from manual reporting of a vehicle's odometer annually, to using smartphones or in-vehicle technology. Findings will be presented to the Governor and Washington State Legislature at the conclusion of the study, with recommendations for next steps. See <https://waroadusagecharge.org> for more information about the state pilot.

Current State of Transportation Finance

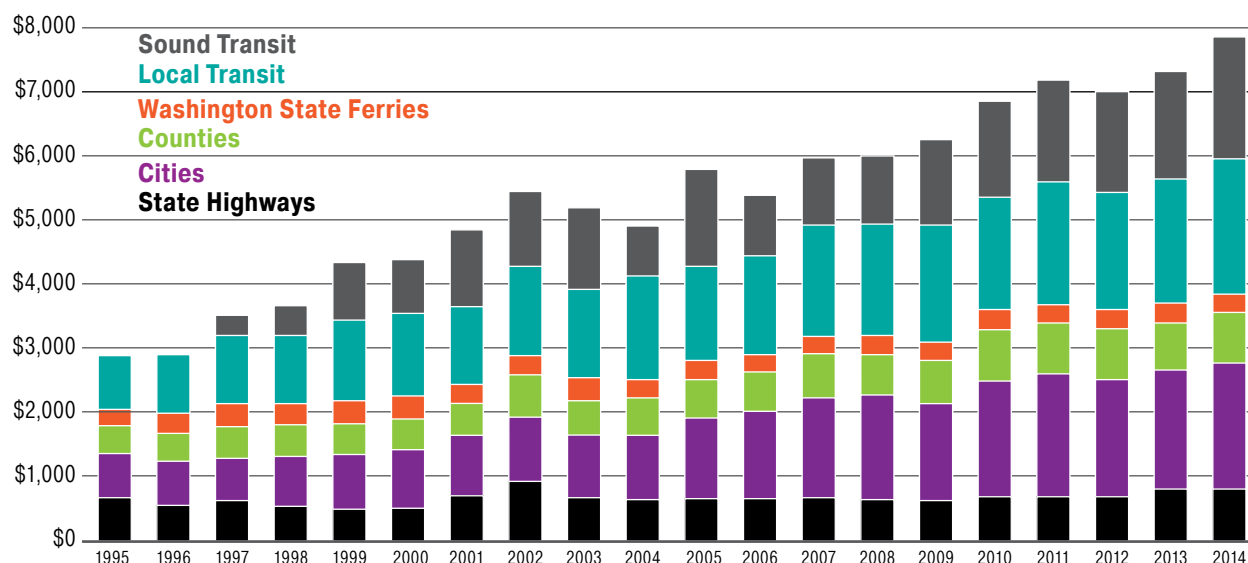


Transportation funding in the region draws mainly from a few primary tax bases including: motor fuel and retail sales, motor vehicle market value, assessed property valuation, and vehicle registrations and licenses. In addition to these taxes, transportation revenues are drawn from a combination of other sources, such as operating income and sources comprising city and county general funds, fares, and other fees. Beyond the broad issues discussed above, implementing agencies face unique challenges associated with specific revenue sources they rely upon for transportation investment.

Given these challenges, transportation revenues have fluctuated year over year; however, the broader trend has shown an upward trajectory. Factors in this trend include the passage of statewide transportation packages in the early to mid-2000s and more recently in 2015, as well as voters' willingness to increase taxes in support of local and regional investments, such as Sound Transit 3 in 2016. These trends are important to understand because they serve as a jumping off point for future expectations of revenue potential. Historical revenue information for major transportation programs is displayed in Figure 14.

The starting point in the development of the plan's financial strategy is an estimate of future revenues that will be available under current authority (current law revenue). When compared with plan investment costs, the current law revenue estimate provides the basis for determining the scope of new revenue strategies that need to be part of the plan.

Figure 14. Transportation Revenues in the Central Puget Sound Region, 1995-2014
(millions of year \$2018 constant dollars)



Note: State Highway and State Ferries revenue figures are estimates produced using PSRC's current law revenue forecasting model.
For additional information regarding Washington state's motor fuel tax collection, please see Appendix P.

Current law revenues derive from forecasts of the principal transportation tax bases. Future annual values for these tax bases are forecast using a variety of approaches, models, and technical assumptions. The resulting forecasts of revenues are then converted to program revenue estimates, taking into account the distribution of revenues to each program, due either to legislated dedications or allocations, or past practice, and the percent of generated revenues that are returned to this region. Figure 15 displays current law revenue estimates by transportation program and decade.

Figure 15. Current Law Revenues, 2018-2040 (millions of year \$2018 constant dollars)

2018-2040	
Cities	\$20,700
Counties	\$9,900
Local Transit	\$35,000
Sound Transit	\$61,600
State Highways	\$24,300
Washington State Ferries	\$5,000
Other	\$400
Total	\$156,900

Plan Investment Needs



The transportation investments included in the regional plan are described in some detail in Chapter 2. Cost information about these investments has been assembled using a variety of estimation methodologies. The majority have been developed using programmatic approaches that estimate the magnitude and timing of resources required to maintain and operate city, county, and transit programs, as well as elements of system improvements. In addition, the plan directly reflects the latest financial plans provided by partner agencies, including Washington State Ferries, Sound Transit, and local passenger-only ferry operators. The Regional Transportation Plan also contains a database of regionally significant transportation projects, which includes information about project cost and year of implementation. Figure 16 presents investments that are covered under the financial strategy for the major transportation programs.

Figure 16. Financially Constrained Cost Summary, 2018-2040 (millions of year \$2018 constant dollars)

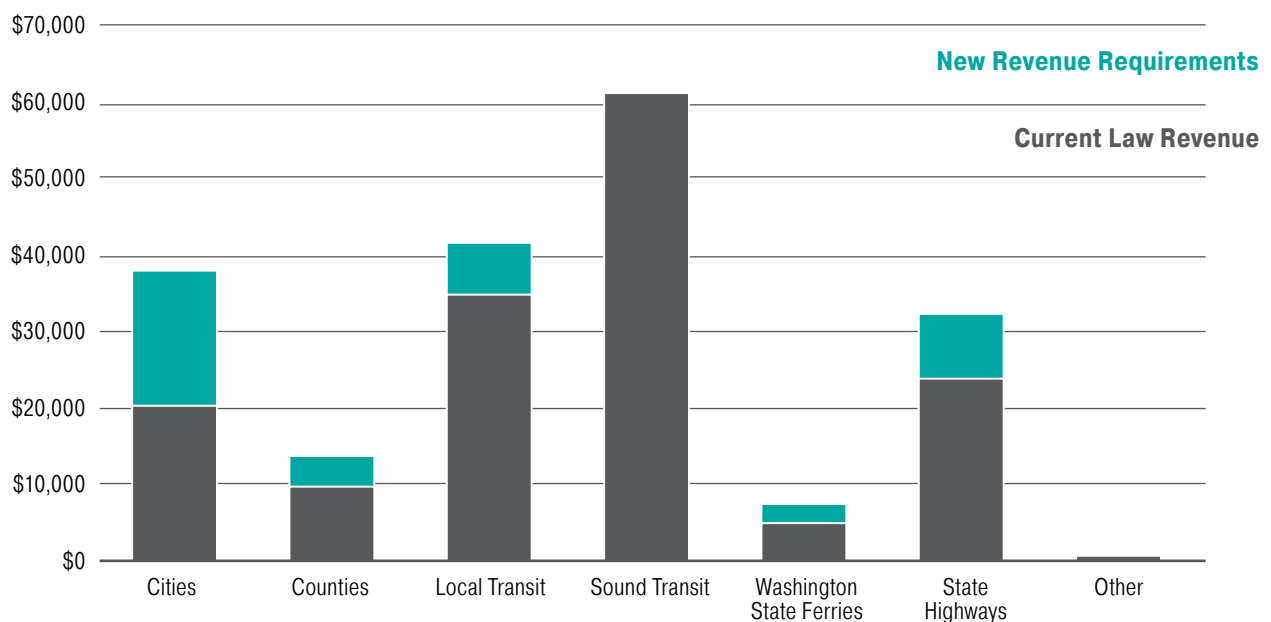
	2018-2040
Cities	\$38,400
Counties	\$14,200
Local Transit	\$41,900
Sound Transit	\$61,600
State Highways	\$32,800
Washington State Ferries	\$7,500
Other	\$400
Total	\$196,800

New Revenue Requirements



A comparison of plan investment needs with current law revenues provides a picture of the new revenue requirements across the various transportation programs. The analysis approximates new revenue needs at approximately \$40 billion through 2040. New revenue requirements by program are displayed in Figure 17.

Figure 17. New Revenue Requirements (millions of year \$2018 constant dollars)





A General Funding Scenario

City of Bremerton

The following guidance will be used as the region moves into a new approach for financing transportation:

- Just over 50 percent of planned investments will simply maintain and operate the current system. In the near-term, the highest priority should be to maximize revenues using existing funding authority and secure new funding tools to maintain and operate current assets and services. This includes diversifying sources of local transit operations funding, maximizing existing local option revenues, and securing new sources to address the growing backlog of local and state maintenance and preservation needs. Additionally, near-term new revenues are necessary to support planned system improvements that support a growing economy.
- Traditional tax financing (gas tax, etc.) will continue to play a central role in transportation funding, especially in the early years of the plan.
- There should be a nexus between new taxes, fees, tolls, and other user fees, and the uses to which the revenues are allocated. The revenue instruments should relate in some manner to the benefits the users receive and/or the costs that these users impose on the system and other users.
- There should be an increased reliance on express lane tolls and user fees, such as a road usage charge, that are phased in as toll system technology and user acceptance evolves over time. Toll and fee rates should be set in a manner that strives to improve travel benefits for users of the express toll lane system and manages system demand during peak periods of the day. The use of toll revenues should also evolve over time towards increasingly broader uses.
- The plan's financial element should be based on a "general scenario" that allows flexibility in implementation.

Such a new revenue "general scenario" will require legislative action across a broad range of governments, including cities, counties, the state, and the federal government. While not explicitly assumed as part of the financial strategy, jurisdictions and agencies may want to explore options for public-private partnerships to fund projects and minimize public expenditures. The general funding scenario has three primary elements: (1) early revenue actions that support state, local, and regional investments, (2) a phasing in of new revenue sources that are based on the use of the transportation system, and (3) guidance on the use of tolling revenues.

1. Early Action to Support State, Local, and Regional Investments

Within the first seven years of the plan horizon, it will be necessary to identify additional transportation revenues that can address near-term requirements across a broad array of transportation programs.

Cities and counties can take action to increase transportation-related taxes and for new local options for transportation funding. Local jurisdictions should utilize all currently available revenue authority, including vehicle license fees, road and property tax levy adjustments, impact and development fees, increasing taxes on parking, and more coordinated parking pricing. Cities and counties should work with the state Legislature to develop and authorize new revenue tools such as indexing the current state fuel tax, creating new carbon taxes on fuels, a reinstatement of the motor vehicle excise tax (MVET), and addressing prior legal decisions on the implementation of street utility fees. Additionally, cities and counties should work to secure a direct distribution of new statewide transportation taxes in a manner consistent with past practice if a new statewide package is developed within this timeframe.

Local transit operators' continued reliance upon sales tax as the sole source of operating revenues leaves these operators vulnerable to swings in the economy. Local transit operators will need to work with the state Legislature to diversify this primary source of funding. Additionally, operators should continue to monitor fare-recovery ratios and raise fares as necessary to ensure that users of public transportation are providing a strong operating foundation for their service. Sound Transit will be focused on the delivery of the Sound Transit 3 program of investments, with funding secured by a recent public vote. Sales tax revenue volatility will continue to be a monitoring issue for the Sound Transit capital program as well as for near-term operations.

The state highway and ferry programs will also require additional funding beyond current law. Long-term, stable capital requirements present the largest financial issues for the ferry system; however, near-term operating revenue also remains a concern. While the Connecting Washington transportation package provided significant amounts of new funding for highway investments through 2030, basic highway maintenance was not prioritized. The state will need to pursue additional sources of near-term revenue in order to keep up with growing maintenance and preservation needs as well as continue to lead the charge in the transition to a user-fee approach to transportation finance.

2. The Phasing in of Tolls and Other User Fees

The plan sets broad direction that moves the region toward a sustainable future in which investments can be made when they are needed, in a predictable manner, with revenues generated from those who benefit from the investments.

The future of the fuel tax has been explored by numerous studies,¹¹ all with an eye toward identifying options for its eventual replacement. A general consensus is emerging around how best to address long-run issues in transportation finance that reaffirms the general principle of user financing. Though the design and implementation of a coordinated user-fee approach is likely several years away, the state has taken steps to begin to address this structural issue. Over the past decade the state has implemented tolls on the Tacoma Narrows Bridge, SR 520, and express toll lanes on I-405 and SR 167. In the near future the state is planning new tolls on the Alaskan Way Viaduct Replacement and a continuation of the I-405 express toll lanes to create a continuous system between Auburn and Lynnwood.

In the later years of the plan, the intent is to manage and finance the transportation system through a system of express toll lanes on the highway network and the implementation of a road usage charge that varies by time of day, provided the Washington State Legislature advances road usage charge laws and policies.

¹¹ TRB Special Report 285: The Fuel Tax and Alternatives for Transportation Funding; Federal Surface Transportation Policy and Revenue Study Commission; Federal Surface Transportation Infrastructure Finance Commission.

3. Guidance on the Distribution of User Fees

A major benefit from any application of roadway pricing is the revenues that are generated. How these revenues are used is clearly a significant determinant of the value of the pricing program, and is an important part of gaining public approval.

Implementation of additional user fees must come with a strong commitment to dedicate revenues to the purpose of improving mobility, in the form of direct investments in transportation systems, or offsetting other existing transportation taxes and fees. Beyond this basic commitment, there are likely to be other specific constraints that get placed on the use of revenues from new user fees. Possibilities include at least the following:

- Limit the use of revenues to the corridor, or geography, from which the revenues are generated.
- Constrain revenues to only road investments.
- Allow revenues to be used to support multimodal investments, including transit, other high-occupancy vehicle services, pedestrian and bicycle improvements, and transportation demand strategies in the corridor or geography from which revenues are generated.
- Remit some, or all, revenues to users of the transportation system through a reduction in, or elimination of, other transportation related taxes and fees.

All of the above uses of revenues provide direct benefit to some of the users of the transportation system. Some approaches are more supportive of the fee payers themselves; others provide additional incentives for people to modify their travel behavior away from paying tolls or other user fees. A major conclusion: How revenues are used has a profound effect upon most of the important dimensions of policy related to roadway pricing. As revenue policies are developed, consideration must also be given to the equity implications of the application of user fees and the use of revenues.

In the near term, tolling will take the form of a network of express toll lanes and individual facility toll financing. In these instances, toll revenues are essentially dedicated to making the investments in these corridors possible and supporting the operations of these corridors directly, or indirectly. Supporting investments might include transit services, nonmotorized transportation improvements, or transportation demand strategies within the corridor that provide an alternative mobility option.

In the longer term, if pay-per-mile road usage charges are implemented, a broader consideration of possible uses of revenues may be warranted. It is likely that it will be desirable to offset existing taxes and fees (such as the elimination of a state tax on fuels, or vehicle fees) with user-fee revenues.

Figure 18 displays the general strategy for new transportation revenue that reflects the above assumptions and guidance. It should be noted that this is a general representation of a very large number of individual revenue actions that will be required to implement the plan. The timing and exact nature of each action can only be defined in strategic terms given the inherent uncertainty involved.

A more detailed discussion of these topics can be found in Appendix P: Financial Strategy Background.

Figure 18. New Revenue General Scenario, 2018-2040 (millions of year \$2018 constant dollars)

	TOTAL
New Local Sources	\$14,720
Index Existing Fuel Tax	\$260
Carbon Tax on Fuel	\$5,180
Paid-Parking Surcharge	\$2,720
Vehicle License Fees.....	\$330
Transportation Impact Fees	\$2,470
County Road Levy Lift	\$1,190
Street Utility Tax	\$880
Motor Vehicle Excise Tax (local share)	\$1,690
New Transit/Ferry Specific Sources	\$6,150
Employee Tax (per employee per month)	\$500
Local Transit Sales Tax Increase.....	\$610
Transit Fare Increase	\$1,130
Ferry Fare Increases	\$380
License Service Fee Increase	\$190
Motor Vehicle Excise Tax (transit share)	\$3,340
New Fuel Taxes, State Fees	\$1,180
License & Registration Fee Increase.....	\$570
Weight Fee Increase.....	\$620
Facility Tolls & User Fees	\$17,860
Facility Tolls.....	\$400
Road Usage Charge.....	\$27,600
Fuel Tax Roll-Back	(\$10,140)
Total New Revenue	\$39,900

Figure 19 summarizes investment needs, current law revenues, and new revenues identified for each of the major programs.

Figure 19. Financial Summary, 2018-2040 (millions of year \$2018 constant dollars)

	INVESTMENTS			REVENUES		
	MAINTENANCE & PRESERVATION	SYSTEM IMPROVEMENTS	TOTAL	CURRENT LAW	NEW REVENUE	TOTAL
Cities	\$22,400	\$16,000	\$38,400	\$20,700	\$17,800	\$38,400
Counties	\$11,600	\$2,600	\$14,200	\$9,900	\$4,300	\$14,200
Local Transit	\$25,800	\$16,100	\$41,900	\$35,000	\$6,900	\$41,900
Sound Transit	\$19,200	\$42,400	\$61,600	\$61,600	—	\$61,600
State Highways	\$18,900	\$13,900	\$32,800	\$24,300	\$8,400	\$32,800
WA State Ferries	\$7,200	\$300	\$7,500	\$5,000	\$2,500	\$7,500
Other	—	\$400	\$400	\$400	—	\$400
Total	\$105,200	\$91,700	\$196,800	\$156,900	\$39,900	\$196,800



Port of Seattle

CHAPTER 4

Performance-Based Planning — Measuring What Matters



PSRC has an integrated performance-based planning program that examines historically observed data and develops forecasts for the future using the latest modeling techniques. Integrated throughout the planning process, measures are organized by a Regional Outcomes Framework consisting of 11 key outcomes that have been developed to assess the regional policies and objectives in VISION 2040.

Prioritization measures were used to assess how well projects submitted into the draft plan would meet these outcomes. The Regional Outcomes Framework was also used to evaluate the overall performance of the Regional Transportation Plan.

Regional Values and Objectives Shaped the Plan

- *Maintain **Air Quality** and reduce **Climate Change** emissions*
- *Serve existing and new populations in **Centers***
- *Provide transportation **Choices***
- *Support **Freight** mobility*
- *Promote **Health***
- *Increase access to **Jobs***
- ***Maintain and Preserve** the transportation system*
- *Preserve **Puget Sound Land and Water***
- *Create a **Safe and Secure** transportation system*
- *Advance **Social Equity and Access to Opportunity***
- *Improve **Travel Time and Reliability***

Responding to New Federal Requirements

Port of Tacoma

The FAST Act includes emphasis on a performance- and outcome-based planning approach. The objective of this approach is for states and metropolitan planning organizations (MPOs) to invest resources in projects that collectively will make progress toward achieving national goals.

To track progress, the FAST Act requires that a set of performance measures be established along with targets. The performance measures have been finalized by USDOT and the targets are currently being established by the respective states and MPOs and incorporated into their performance- and outcome-based planning programs.

PSRC and the Washington State Department of Transportation are currently working together along with other RTPOs and MPOs in the state to set performance targets. Performance targets for transit asset management and safety have already been established and will soon be adopted. Regional performance targets for pavement and bridge condition, system performance and congestion, emissions, and freight are in the process of being developed, with expected completion in November 2018.

Congestion Management Process

SR 18 EAST
COLLISION
EXPECT DELAYS

SR 167, City of Auburn

The Federal Highway Administration defines the Congestion Management Process (CMP) as “a systematic and regionally accepted approach for managing congestion that provides accurate, up-to-date information on transportation system performance and assesses alternative strategies for congestion management that meets state and local needs.” This approach provides multiple benefits, including a structured process for analyzing congestion,

an objectives-driven, performance-based approach, a forum for increased collaboration, and more effective and efficient use of resources. Each metropolitan planning organization the size of PSRC is federally mandated to develop and implement a CMP consistent with the requirements established in 23 CFR 450.320.

In the central Puget Sound region, the CMP is integrated throughout all planning stages rather than conducted as a stand-alone process. PSRC is using a new interactive, online approach to inform the CMP, by providing users with the ability to view regional performance data according to parameters that are adaptable to other regional corridor and sketch planning efforts. This approach integrates well within the Regional Outcomes Framework and is allowing regional performance data not only to be considered throughout the PSRC planning process, but also to be integrated into other efforts throughout the region, such as the Washington State Department of Transportation Corridor Sketch Planning Initiative. For more information about the Congestion Management Process, see Appendix K, System Performance Report. To review the interactive data that informs the CMP, see the Regional Performance Data page at psrc.org.

Equity in Transportation



Pierce Transit SHUTTLE

The Regional Outcomes Framework used by PSRC in evaluating projects in the Regional Transportation Plan includes a greater emphasis on equity issues with the addition of measures that take health and access to opportunity into consideration. Equity considerations of interest for transportation include those of income, race, and place. By including these new categories, PSRC goes beyond identification of one or two measures related to equity, and has begun to evaluate as many measures as possible through what is sometimes characterized as an “equity lens.” This approach ensures that outcomes related to equity are considered across a wider range of categories related to transportation, and not merely isolated to one or two data points in a broader analysis.

How Does the System Perform with the Plan?



Sound Transit Columbia City Link Station

The evaluation of the plan's performance was guided by the Regional Outcomes Framework. The plan continues to make progress towards our regional priorities of supporting centers, the environment, and mobility and accessibility for all users. Key measures show that the plan:

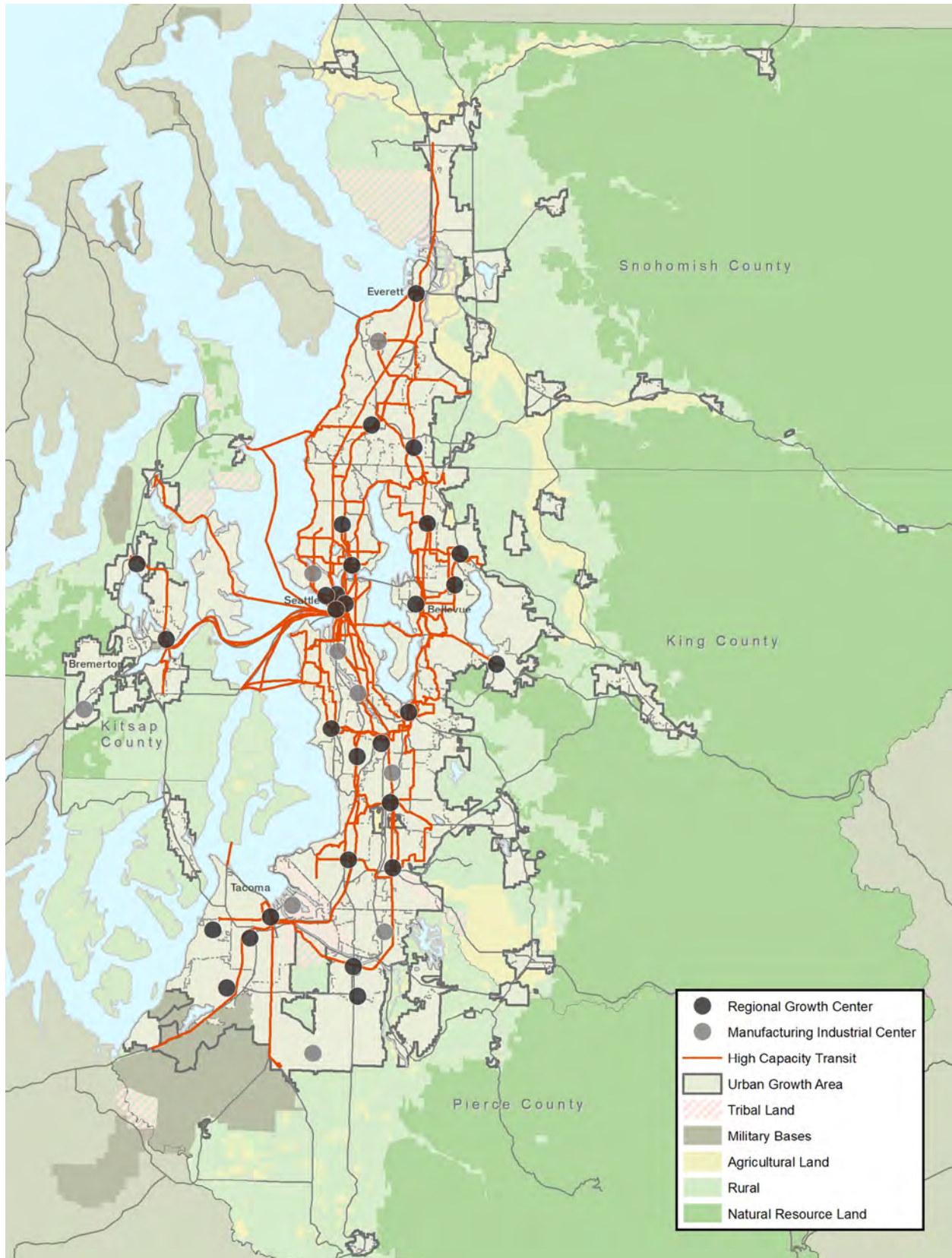
- Supports the regional growth strategy.
- Provides transportation choices.
- Improves access to jobs, opportunity, destinations.
- Improves reliability of the system.
- Improves air quality, reduces greenhouse gases, and supports improved water quality.
- Provides a new financial strategy to deliver investments.

The following sections provide a selection of key performance measures. See Appendix K, System Performance Report for a more detailed analysis of plan performance, along with additional performance measures.

The Plan Supports the Region's Growth Strategy

Investments in the region's transportation system provide greater access and connectivity throughout the region, with particular emphasis on providing high-capacity transit connections between the region's designated regional growth and manufacturing industrial centers. Through approved funding packages, 27 of the 29 designated regional growth centers will be connected to high-capacity transit by 2040, as will seven of nine manufacturing industrial centers. High-capacity transit is defined as bus rapid transit, light rail, commuter rail, and auto- and passenger-ferries. In addition, regional centers will be connected by fast ferries to Kitsap County, and dozens of local centers throughout the region will have improved access to the regional transit spine through restructured local transit service.

Figure 20: Map of Centers Connected by High-Capacity Transit



The Plan Provides Transportation Choices

Improvements to transit provide the region with increased multimodal choices as more people live near transit, while also supporting regional employment through increased access to employment centers and jobs. In 2040, more than 620,000 additional people will live within half a mile of frequent transit with service every 10-15 minutes throughout the day. See Figure 21.

The Regional Transportation Plan improves the choices that people have for transportation, as seen in the forecast growth for annual transit boardings. In 2016, approximately 215 million annual boardings

occurred on the regional system; by 2040, that number is forecast to increase to almost 510 million boardings (all transit), at an average annual growth rate of 3.6 percent. Other choices that are improved with the plan include biking and walking, which increase by 48 percent to over 510,000 people who walk or bike daily as a form of transportation.

Figure 21. People With Improved Transportation Choices

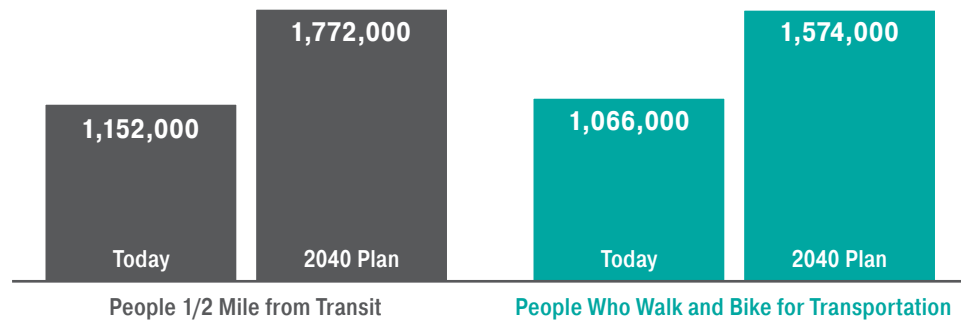
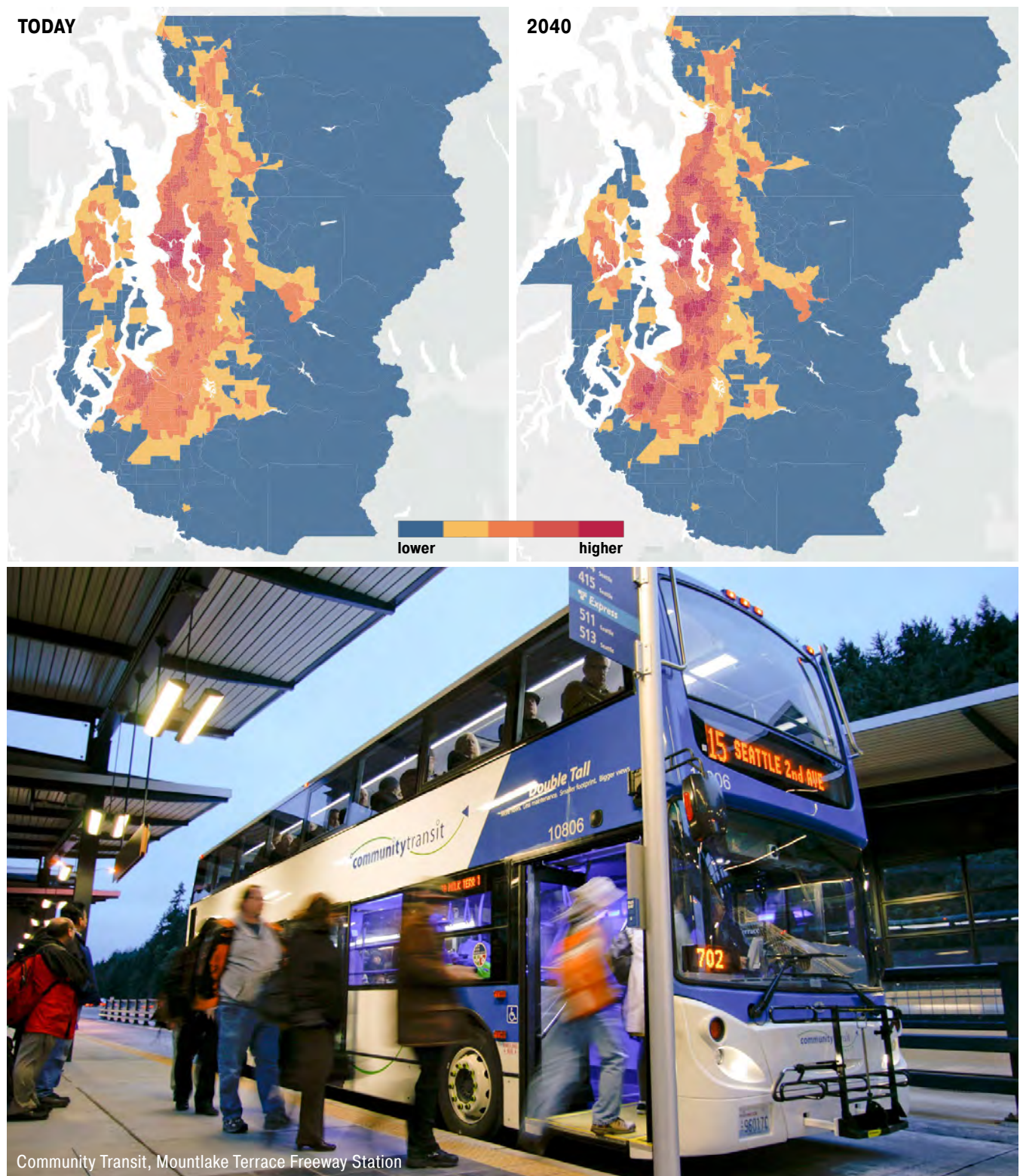


Figure 22 shows how the Regional Transportation Plan will benefit populations with lower income, as well as minority households. While the region as a whole will have greater access to frequent transit service in 2040, an even greater share of locations where minority households and people with low incomes live today will have close access to frequent transit service. A more extensive analysis of plan performance for people with low incomes and minority populations is included in Appendix B: Equity Analysis Report, and in Appendix K, System Performance Report.

The Plan Improves Accessibility for Populations Around the Region

Figure 22: Overall Accessibility Maps — Comparison of Today to 2040



The Plan Improves Reliability of the Transportation System

Reliability improves in a number of ways, not only from the significant increase in transit access and frequency, but by reducing delay on key corridors.

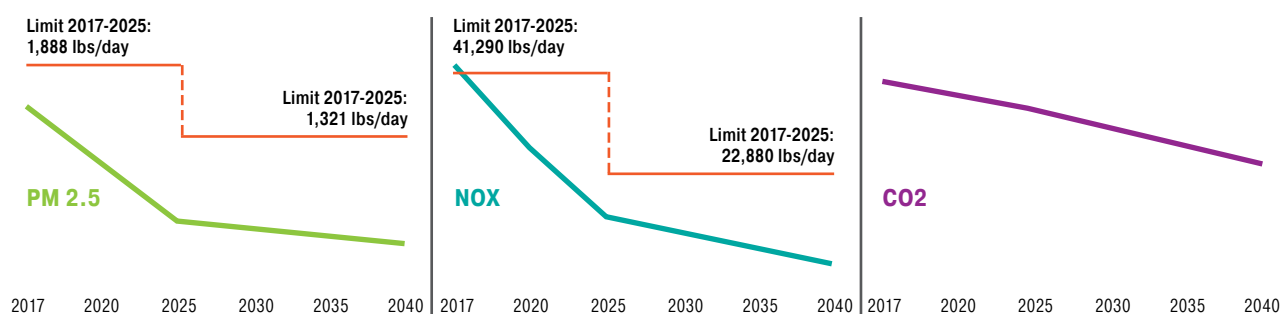
Figure 23. Corridor Travel Time

CORRIDOR	TODAY	2040 BASELINE	2040 PLAN
1 Bellevue to Seattle	41	43	41
2 Redmond to Seattle	49	50	49
3 Everett to Seattle	89	101	95
4 Tacoma to Seattle	85	106	96
5 Tukwila to Bellevue	56	57	55
6 Lynnwood to Bellevue	61	65	59
7 Silverdale to Bremerton	28	30	30
8 Auburn to Renton	34	41	38

The Plan Improves Air Quality and Reduces Greenhouse Gases

The region continues to meet all federal and state air quality standards and reduces greenhouse gas emissions. For more detail regarding the reduction of emissions, see Appendix D: Regional Air Quality Conformity Analysis and Appendix E: Climate Change Analysis.

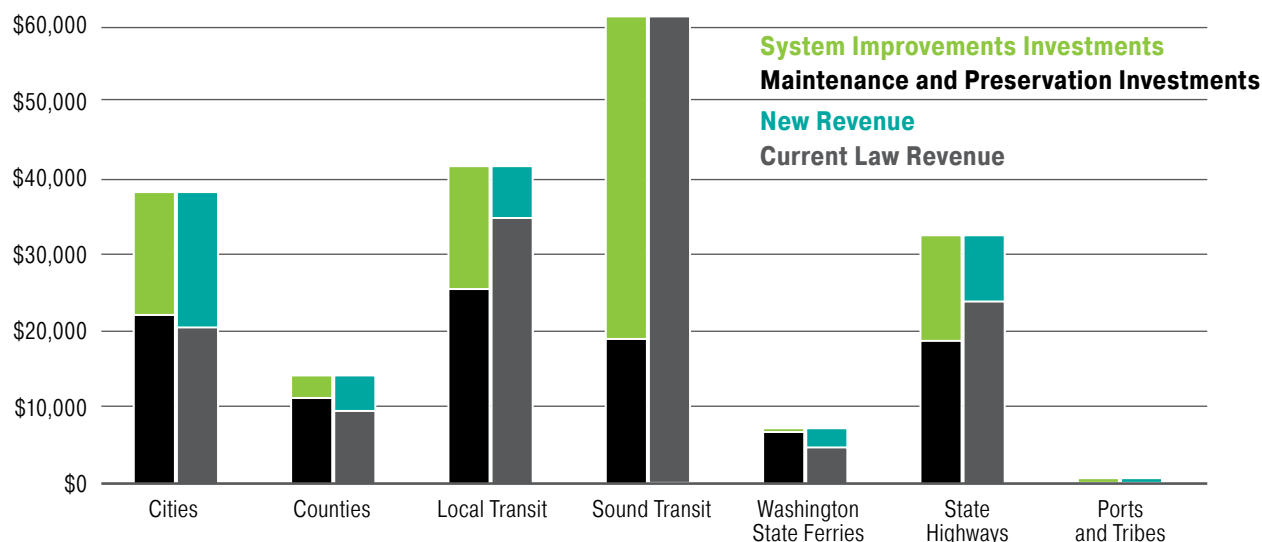
Figure 24. Regional Emissions, 2017-2040



The Plan's Financial Strategy Lays the Groundwork for Implementation

The plan presents a forward-looking strategy to address the sizable challenges associated with financing transportation investments. The plan sets out broad direction that moves the region toward a sustainable future in which investments can be made when they are needed, in a predictable manner, with revenues generated from those who benefit from the investments. This change cannot occur overnight, but rather will only be the result of many individual steps, including legislative actions at the state and federal level.

Figure 25. Regional Transportation Plan Investments and Revenues by Program, 2018-2040
(millions of year \$2018 constant dollars)



Summary

Overall, the Regional Transportation Plan makes significant progress in improving air quality, supporting VISION 2040 and the regional growth strategy, enhancing accessibility and mobility choices, improving safety and security, and providing equitable benefits to the people of the region. However, challenges remain, particularly in congestion and delay on key highway corridors. More information on system performance, as well as performance across all 11 regional outcomes, can be found in Appendix K: System Performance Report. Information on recommended next steps in key areas of the plan can be found in Chapter 5.



Whitehorse Mountain, Snohomish County

CHAPTER 5

Plan Implementation



The Regional Transportation Plan is a living document and will continue to evolve. This chapter discusses:

- Implementation actions and processes to coordinate transportation planning at all levels of government.
- How the Regional Transportation Plan can be amended.
- The relationship between the plan and federal funds available through the region's Transportation Improvement Program (TIP).
- Growth Management Act policy and plan review processes.
- Corridor planning.

Implementation Actions



Burke-Gilman Trail, City of Lake Forest Park

PSRC will continue to engage on all topics with regional stakeholders and monitor emerging issues. The Regional Transportation Plan calls for the following work to advance the implementation of the region's vision for its multimodal transportation system.

Active Transportation Plan

— See Appendix L

- Address key barriers to walking/biking.
- Promote completion of networks and connections to destinations.
- Support data collection efforts.
- Focus on and share best practices in planning, design, and implementation.
- Communicate benefits of Active Transportation.

Maintenance and Preservation

— See Appendix M

- Explore a potential Regional Asset Management Planning Program aimed at better articulating need and making more informed investments.

Transit

- Regional Transit Access and Parking Strategy — focus on advancing/implementing the key strategies.
- Provide data and support to transit agencies implementing their long-range plans and system plans.
- Study further opportunities for expanding high-capacity transit throughout the region.

**Coordinated
Transit-Human Services
Transportation Plan**

— See Appendix H

- Continue addressing the key mobility needs and gaps in the region, identified as part of the needs assessment.
- Explore options to address access to healthcare.
- Ensure sustainable funding.
- Address awareness gaps.
- Address institutional barriers and ensure efficiency in transportation services for populations with special needs.

Technology

— See Appendix N

- Establish a technology advisory committee, with diverse stakeholders, to help the region prepare for and foster emerging technologies. Topics to explore include legal frameworks, liability issues, and technical specifications to support new technologies.
- Update the region's ITS Implementation Plan (RITSIP) to better reflect existing conditions, current needs, and projected changes due to emerging technologies.
- Continue to enhance regional models to analyze the effect of autonomous and electric vehicles, shared mobility, and new technology on the transportation system and travel behavior.
- Facilitate regional discussions to identify opportunities to support private sector projects and partnerships and the deployment of pilot programs.

Resilience

— See Appendix O

- Engage with the Department of Homeland Security on their "Regional Resiliency Assessment Program," which is a three-year effort focused on seismic and tsunami risks of critical infrastructure and opportunities to make them more resilient.
- As part of PSRC's partnership with the National Academies of Sciences Resilient America Roundtable, coordinate with and learn from the Bay Area, particularly on their seismic work.

Financial Strategy

— See Appendix P

- Support local jurisdictions in efforts to implement currently authorized revenue authority.
- Support efforts to educate the public and the state Legislature on issues related to transportation funding, and the need to transition to a user-fee approach for sustainable long-term funding.
- Monitor the Washington State Transportation Commission's Road Usage Charge pilot program to understand issues and challenges and identify implementation strategies.
- Collaborate with regional stakeholders and work with the state Legislature to authorize and implement user fees such as road usage charges.

Administrative Actions

Washington State Ferry,
Pt. Defiance, City of Tacoma

Amending the Plan

The Regional Transportation Plan contains administrative procedures for amending new or revised project investments into the plan. The plan contains a variety of investments — to preserve and maintain the transportation system, to improve the system’s efficiency, and to expand the system with strategic capacity. These investments incorporate various modes of travel on a wide range of facilities, from local roads to major interstates. Most of these investments are considered “programmatic” in nature, and are not called out as individual investments. These programmatic investments include, among other things, preservation, maintenance and operations, and capacity investments on local roadways.

Projects that seek to modify capacity on the regional system are required to be explicitly identified on the Regional Capacity Projects List and are subject to additional review and approval by PSRC’s boards. Appendix G contains information on those investments in the plan that are required to be on the Regional Capacity Project List, and which are subject to PSRC’s Approval process and the administrative procedures for the plan.

The Regional Transportation Plan is formally updated every four years. This generally provides a formal opportunity for new or revised projects to be amended into the plan. Amendments to the Regional Capacity Projects List between plan updates are made infrequently and are determined on a case-by-case basis. Projects must meet certain basic requirements prior to admission into the regional plan:

- The proposed investment meets the threshold of the Regional Capacity Projects List.
- The proposed investment has been derived from a comprehensive planning process, examples of which are identified in Appendix Q.
- The proposed investment has the concurrence of all affected parties (for example, locally proposed investments on state-owned facilities would need to have WSDOT concurrence).
- The sponsor of the proposed investment provides information addressing the Regional Outcomes Framework, based on key VISION 2040 policy areas.

Appendix Q describes the administrative procedures for amending the plan.

PSRC's Approval Process

Projects enter the plan as Candidate investments and must receive approval by PSRC's boards prior to implementation. In order for a project to receive Approval, the following must be met:

- Consistency with VISION 2040 Policies.
- Benefit–Cost Analysis (BCA) for investments greater than \$100 million.
- Final environmental documentation from a NEPA or SEPA process.
- Planning requirements, such as Memoranda of Agreements, zoning changes, etc.
- Financial feasibility, demonstrating that the proposed project has a reasonable expectation of full funding.
- Air quality, to determine if the project as submitted for Approval is consistent with the regional air quality conformity determination.

More information on the Approval requirements is available in Appendix Q.

Regional Transportation Plan and the Transportation Improvement Program (TIP)



SR 522, City of Kenmore

The Regional Transportation Plan coordinates state, regional, and local planning efforts for transportation in the central Puget Sound region, and fosters the development and operation of a highly efficient, multimodal system that supports the regional growth strategy. That includes using regional resources for regionally significant investments and promoting coordination among transportation providers and local governments as they make transportation investments.

The Regional Transportation Improvement Program (TIP) reflects the implementation of the investments in the Regional Transportation Plan. Regionally significant projects must be explicitly listed in the plan and are subject to further review before they can proceed to implementation.

Regional significance is currently defined as those projects adding capacity to the regional system, as defined by specific thresholds for all modes including roadway, transit, nonmotorized, and ferry. Projects and investments below these thresholds are also subject to the policies in VISION 2040 and are contained programmatically in the plan's financial strategy, but are not explicitly listed as projects. More information on these thresholds can be found in Appendix Q.

The Regional TIP contains projects awarded PSRC's federal funds, other federally funded or state funded projects, and all other regionally significant projects that are required to be included in the region's air quality conformity determination. The TIP is a four-year programming document, so only those projects with current funds are shown. The TIP is updated on a monthly basis. All projects submitted are evaluated for consistency with VISION 2040 and the Regional Transportation Plan and are reviewed for financial constraint and air quality conformity requirements.

PSRC has procedures to monitor and track the implementation of projects and programs in the Regional Transportation Plan. Through the Regional TIP process, tracking of projects with PSRC's federal funds ensures the funds are being used efficiently and on a timely basis. Further, monitoring of project implementation occurs through both the Regional TIP process and the Regional Transportation Plan's approval process.

Policy Framework for PSRC's Federal Funds



Boeing Everett Factory, Paine Field

PSRC has an ongoing responsibility to establish and evaluate programming criteria that reflect adopted regional policy. The Policy Framework for PSRC's Federal Funds is updated prior to each project selection process, and is predicated on VISION 2040 policies that call for priority to be given to projects that serve regional growth and manufacturing/industrial centers, as well as locally identified centers. Project evaluation criteria are designed to support these policies and priorities, and are reviewed and refined as part of the Policy Framework process.

Policy and Plan Review



King County Metro RapidRide,
City of Seattle

PSRC has established a process for the review of local, countywide, and transit agency plans. It is guided by: (1) the consistency provisions in the Growth Management Act, (2) state requirements for establishing common regional guidelines and principles for evaluating transportation-related provisions in local comprehensive plans, and (3) directives for coordination in PSRC's Interlocal Agreement and Framework Plan.

Review of Local Comprehensive Plans, Certification of Transportation-Related Provisions

Local jurisdictions are asked to incorporate a brief report in future updates to their comprehensive plans that addresses: (1) conformity with requirements in the Growth Management Act for comprehensive plan elements, (2) consistency with the Regional Transportation Plan (including consistency with established regional guidelines and principles, physical design guidelines for centers, and compliance with federal and state clean air legislation), and (3) consistency with the multicounty planning policies. Information provided in this report will be a primary tool for developing PSRC's certification recommendation regarding the transportation-related provisions for PSRC boards to consider.

Review of Subarea Plans for Designated Regional Growth Centers and Regional Manufacturing/Industrial Centers

Current PSRC procedures specify that jurisdictions with regionally designated centers — either regional growth centers or regional manufacturing/industrial centers — are asked to prepare a subarea plan for each center. The subarea plan should be adopted within four years of the designation of the center. The plan should include a brief report (similar to the one prepared for the jurisdiction's comprehensive plan) that outlines how the plan satisfies Growth Management Act requirements for subarea plans, as well as regionally established criteria for center planning. This report will be a primary tool for developing PSRC's certification recommendation for PSRC boards to consider. In 2015 PSRC began a process to re-evaluate the regional centers framework, its criteria, and implementing procedures. PSRC's Executive Board is expected to take action on a revised framework some time in 2018, after which procedures for reviewing centers' subarea plans will be revised.

Regional Guidelines and Principles

State law requires regional guidelines and principles to be established for regional and local transportation planning purposes (RCW 47.80.026). Among the factors these guidelines and principles are to address are: concentration of economic activity, residential density, development and urban design that supports high-capacity transit, joint- and mixed-use development, freight movement and port access, development patterns that promote walking and biking, transportation demand management, effective and efficient transportation, access to regional systems, and intermodal connections. The region's multicounty planning policies adopted in VISION 2040 serve as the region's guidelines and principles. Many of the sidebars throughout the policy sections of VISION 2040 provide examples to serve as guidance for local planning efforts, especially related to transportation.

Review of Countywide Planning Policies and Multicounty Policies, Including Certification of Countywide Policies for Consistency with the Regional Transportation Plan

Countywide planning bodies are asked to include a report in updates to the countywide planning policies that addresses: (1) consistency of countywide planning policies and multicounty planning policies, and (2) consistency with the Regional Transportation Plan. This report will be a primary tool for the PSRC to develop a certification recommendation for consideration by PSRC boards.

Consistency Review of Transit Agency Plans

To coordinate transit planning with local and regional growth management planning efforts, transit agencies are requested to incorporate a report in their long-term strategic plans that addresses: (1) conformity of the strategic plan with state planning requirements for transit planning, (2) consistency with the Regional Transportation Plan, (3) compatibility of the strategic plan with multicounty planning policies, (4) compatibility of the strategic plan with the countywide planning policies for the county or counties in which the agency provides service, and (5) coordination with local governments within the agency's service area. The report should be considered and approved by the governing authority of the transit agency, and then transmitted to PSRC boards for review and comment.

Certification of Plans Prepared by the Regional Transit Authority (Sound Transit)

Washington state law requires PSRC to formally certify that the regional transit system plan prepared by the Central Puget Sound Regional Transit Authority — known as Sound Transit — conforms with the Regional Transportation Plan (RCW 81.104). On June 23, 2016, the Sound Transit Board adopted the Sound Transit 3 Regional Transit System Plan and placed it on the November 8, 2016 ballot. PSRC staff, together with Sound Transit staff, prepared a conformity report evaluating the Sound Transit 3 Regional Transit System Plan. On September 22, 2016, the PSRC Executive Board took action and found that the Sound Transit 3 System Plan conformed to the region's long-range plans, VISION 2040 and Transportation 2040, and the Growing Transit Communities Strategy.

Corridor Planning

SR 161, City of Puyallup



Another stage of transportation planning includes corridor studies that are conducted by local agencies, transit operators, and the Washington State Department of Transportation. An important first step in scoping these projects is to link back to the current regional transportation planning activities and VISION 2040's multicounty planning policies. PSRC will continue to work with agencies conducting corridor planning projects to ensure consistency with adopted regional policies and the Regional Transportation Plan.



Cascade Mountains, Cities of Seattle and Bainbridge Island

Moving Forward Together



The Regional Transportation Plan provides the framework for the development of a sustainable transportation system that improves travel for people and businesses throughout the four-county central Puget Sound region. The plan includes projects, programs and other actions to reduce congestion and improve mobility to support the nearly 5 million people who will call this region home by 2040.

The plan contains a forward-looking environmental strategy to reduce transportation's impacts on the water quality of Puget Sound, protect air quality, and reduce greenhouse gas emissions. The plan's greenhouse gas reduction strategy is intended to complement the development of the state strategy to reduce greenhouse gas emissions.

The plan embraces a new direction for transportation funding, intended to provide stable and sustainable funding over the long term. The plan's finance strategy recognizes the long-term limitations of traditional transportation funding approaches and moves the region to a new user-based funding system that not only provides necessary revenues, but also helps reduce congestion and improve environmental quality.

The plan was developed in a time of evolving direction from the state and federal levels to reduce greenhouse gases, changing technology, and regional economic growth. The plan will be updated as needed to address state and federal transportation requirements, knowledge gained as the region moves forward, and the changing needs of the people and businesses of the central Puget Sound region.

Transportation Policy Board

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Abigail Doerr, Transportation Choices Coalition • Community/Environment
Anne Eskridge, University of Washington • Business/Labor
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Robert Thoms, Councilmember, City of Tacoma
Blake Trask, Cascade Bicycle Club • Community/Environment
Chip Vincent, City of Renton • Regional Staff Committee – PSRC
Amy Walen, Mayor, City of Kirkland • Other Cities & Towns in King County
Stephanie Wright, Councilmember, Snohomish County

Executive Board

Dave Somers, Executive, Snohomish County — President

Bruce Dammeier, Executive, Pierce County — Vice President

Glen Bachman, Commissioner, Port of Everett

Nancy Backus, Mayor, City of Auburn • Other Cities & Towns in King County

Claudia Balducci, Councilmember, King County

John Chelminiak, Mayor, City of Bellevue

Dow Constantine, Executive, King County

Jenny Durkan, Mayor, City of Seattle

Becky Erickson, Mayor, City of Poulsbo • Other Cities & Towns in Kitsap County

Jim Ferrell, Mayor, City of Federal Way

Cassie Franklin, Mayor, City of Everett

Charlotte Garrido, Commissioner, Kitsap County

Courtney Gregoire, Commissioner, Port of Seattle

Rob Johnson, Councilmember, City of Seattle

Denis Law, Mayor, City of Renton

Ron Lucas, Mayor, Town of Steilacoom • Other Cities & Towns in Pierce County

Dick Marzano, Commissioner, Port of Tacoma

Roger Millar, Secretary, Washington State Department of Transportation

Teresa Mosqueda, Councilmember, City of Seattle

Mike O'Brien, Councilmember, City of Seattle

Amy Ockerlander, Councilmember, City of Duvall • Other Cities & Towns in King County

Dana Ralph, Mayor, City of Kent

Chris Roberts, Councilmember, City of Shoreline • Other Cities & Towns in King County

Terry Ryan, Councilmember, Snohomish County

Hester Serebrin, Commissioner, Washington State Transportation Commission

Axel Strakeljahn, Commissioner, Port of Bremerton

Rick Talbert, Councilmember, Pierce County

Mike Todd, Councilmember, City of Mill Creek • Other Cities & Towns in Snohomish County

Barbara Tolbert, Mayor, City of Arlington • Other Cities & Towns in Snohomish County

Amy Walen, Mayor, City of Kirkland

Greg Wheeler, Mayor, City of Bremerton

Victoria Woodards, Mayor, City of Tacoma



Puget Sound Regional Council