

APPENDIX E-3: ADDITIONAL REQUIREMENTS FOR CERTIFICATION OF TRANSPORTATION-RELATED PROVISIONS

A final part of the certification responsibilities of regional transportation planning organizations is to ensure that the transportation-related provisions in local comprehensive plans conform with comprehensive planning provisions for transportation in the Growth Management Act. The transportation element in local comprehensive plans is required to contain, at a minimum, the following seven sub-elements:

- Land use assumptions used in estimating travel.
- Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions.
- Identification of facilities and service needs.
- Discussion of financing for transportation facilities and services.
- Intergovernmental coordination efforts.
- Transportation demand management strategies.
- Pedestrian and bicycle component.

The Act outlines specific provisions to be addressed for each of the subelements. The Regional Council's review of the transportation-related provisions in local comprehensive plans incorporates a review of each subelement for conformity with the provisions of the Act.

Washington Administrative Code

Besides the guidance provided in this Appendix for transportation planning, jurisdictions should also consult Section 365-195-325 of the Washington Administrative Code.

Note: Since these requirements are specifically directed to local comprehensive plans, the following discussion focuses in more detail on how they are to be addressed by local jurisdictions. The discussion of countywide planning policies and other agency planning efforts is therefore more generalized, offering recommendations of how they can add value to local planning efforts.

Land Use Assumptions and Forecast of Travel Demand

The land use assumptions used in estimating travel demand help determine where future transportation improvements and infrastructure are most needed and play a major role in capital facilities planning. Under the Growth Management Act, the comprehensive plan must include a forecast of travel demand for a period of *at least* 10 years. The forecast must demonstrate the application of land use assumptions.

⇒ *for Countywide Planning Policies*

- Provide guidance for coordinating the land use assumptions of adjacent jurisdictions in the development of the transportation element in local comprehensive plans.

⇒ *for Local Comprehensive Plans*

- Demonstrate that travel demand forecast and transportation needs assessments are always based on land use assumptions, are consistent with adopted growth targets.
- Ensure that population and employment assumptions, as well adopted land use maps, are consistent throughout the plan (e.g. land use element, transportation element, housing element).
- Ensure that population and employment assumptions in the transportation element are consistent with the most recently adopted growth targets.
- Document that travel demand forecasts extend for a period of at least 10 years.
- Include state-owned facilities included in the travel demand model. Estimate impacts on state facilities.

⇒ *for Transit Agencies and Other Agency Planning, including Special Service Districts*

- Demonstrate that needs assessments and service decisions for transportation are consistent with established growth targets and locally adopted comprehensive plans

Service and Facility Needs

The transportation-related provisions in local plans are required to address service and facilities needs. The identification of needs should include an inventory of transportation facilities, regionally coordinated level-of-service standards for all locally owned arterials and transit routes, level-of-service standards for state-owned highways, a list of specific actions for locally owned transportation facilities or services as they relate to addressing established standards, and identification of state and local system needs to meet current and future demands.

Facility Inventories

As a basis for future planning, local transportation facility inventories define existing capital facilities and travel levels. Under the Act, comprehensive plans must include an inventory of air, water, and ground transportation facilities within the borders of a jurisdiction. The inventory in local comprehensive plans must include both local and state-owned facilities.

⇒ *for Countywide Planning Policies*

- Provide guidance for needs assessment and infrastructure decision-making, such as common formats for developing facility inventories.

⇒ *for Local Comprehensive Plans*

- Include inventories for each transportation system, including roadways, transit, bicycles, pedestrians, freight, airports (where appropriate), and ferry facilities (where appropriate).
- Consider including maps and descriptions of conditions.
- Include state-owned facilities in the inventory.

⇒ *for Transit Agencies and Other Agency Planning, including Special Service Districts*

- Consider including inventories for each transportation system. These inventories should be coordinated with local jurisdictions.

Level-of-Service Standards

Local jurisdictions are required to adopt level-of-service standards for locally owned arterials and transit routes to help ensure that transportation improvements and services are available to serve existing communities and proposed development. The Growth Management Act stresses that level-of-service standards be regionally coordinated, and requires that local jurisdictions include in their transportation elements the adopted level-of-service standards for all highways of regional and statewide significance.

VISION 2040 states that level-of-service standards should focus on the movement of people and goods, not just on the movement of vehicles (see Policy MPP-DP-54). Jurisdictions therefore should develop level-of-service standards that take into account various modes of travel besides vehicles.

⇒ *for Countywide Planning Policies*

- provide guidance for addressing service standards and mobility issues that transcend local jurisdiction boundaries, including multimodal approaches to transportation concurrency and issues related to pass-through travel.
- Provide guidance to transit agencies for establishing level-of-service standards and/or performance standards, and how those standards are stated in local comprehensive plans.
- Consider providing guidance for establishing level-of-service standards for other modes of travel.

⇒ *for Local Comprehensive Plans*

- Include adopted level-of-service standards for arterials.
- Emphasize people-moving capacity rather than vehicles in establishing level-of-service standards.
- Consider establishing service or performance standards for other transportation modes, including for bicycling and pedestrian facilities.

Level-of-Service Standards

***Transit Service.** Regarding the directive in the Growth Management Act to adopt level-of-service standards for transit, service is provided in central Puget Sound by transit agencies that operate at the countywide level, rather than by individual cities and towns (with the exception of Everett Transit). As a result, the Regional Council encourages transit agencies to coordinate with local jurisdictions in establishing service or performance standards for transit. The agencies should then provide information to cities and counties regarding how to express the established service standards in local comprehensive plans.*

***Standards for Highways of Statewide Significance.** For information on level-of-service standards for state facilities, see WSDOT's *Highway System Plan*, Appendix E. [/www.wsdot.wa.gov/NR/rdonlyres/E2120591-893A-4BB4-AFDC-121A41210E5D/0/10Appendix.pdf](http://www.wsdot.wa.gov/NR/rdonlyres/E2120591-893A-4BB4-AFDC-121A41210E5D/0/10Appendix.pdf)*

***Standards for Regionally Significant State Highways,** PSRC has adopted level-of-service standards for regionally significant state highways. Information is on-line at: www.psrc.org/transportation/destination2030/ios/*

- Reference and discuss the service standards for neighboring jurisdictions, including the consistency of these standards.
- Cite level-of-service or performance standards for transit.
- State how adopted level-of-service standards for state and regional facilities are reflected in the plan’s transportation provisions.

⇒ ***for Transit Agencies and Other Agency Planning, including Special Service Districts***

- Establish level-of-service standards or performance standards for transit – and other services.
- Develop these standards in cooperation with local jurisdictions to advance regional and local growth management planning objectives.
- Provide guidance to cities and counties for expressing established standards in their local comprehensive plans.

Related Issue: Concurrency

The Growth Management Act emphasizes the provision of public facilities to adequately support existing communities and new development as it occurs. As a result, the Act requires that local jurisdictions to adopt a concurrency ordinance to ensure the provision of adequate transportation facilities to serve development at the time it is to be occupied, or within six years. In 2005, the Act was amended to encourage multimodal transportation considerations in addressing concurrency – including walking, bicycling, and transit – in addressing transportation impacts and solutions.

Concurrency

The Regional Council has developed a series of reports on transportation concurrency, including analysis of practices in the region, recommendations for local concurrency programs, and options for making concurrency more multimodal.

These reports and other resources are available at:

www.psrc.org/growth/vision2040/implementation/concurrency

⇒ ***for Countywide Planning Policies***

- Provide guidance for developing compatible approaches to concurrency among local jurisdictions.
- Address consistency of concurrency programs along jurisdictional boundaries and for facilities that serve more than one jurisdiction.

⇒ ***for Local Comprehensive Plans***

- Has the city or county established a concurrency ordinance?
- Are there specific policies or provisions in the comprehensive plan that address concurrency?
- Does the concurrency program account for multimodal travel?
- Is the concurrency program coordinated with and supportive of neighboring jurisdictions’ land use plans and transportation systems?

⇒ ***for Transit Agencies and Other Agency Planning, including Special Service Districts***

- Address multimodal aspects of concurrency and coordinate efforts with local jurisdictions to identify multimodal solutions to transportation needs.

Financing

The Growth Management Act requires that the transportation-related provisions of comprehensive plans address the financing of the local transportation system. The local plan must include a multiyear financing plan with: (1) an analysis of estimated costs related to maintenance, construction, and operations, (2) an analysis of funding capability, including revenues and probable funding sources, and (3) a reassessment of funding that identifies how the jurisdiction will respond should probable funding not be available. (See discussion below.) The multiyear financing plans serve as the basis for the six-year street, road, or transit program for cities, counties, and public transportation systems and should be coordinated with the state's six-year transportation improvement program.

Reassessment Strategy

Under the Act, each jurisdiction must craft a "reassessment strategy" to be in place to guide decision-making should a funding shortfall occur. The reassessment strategy must address one or more of the following factors: (1) how additional funding would be raised, (2) how level-of-service standards would be adjusted, or (3) how land use assumptions would be reassessed. The Regional Council encourages jurisdictions to craft reassessment strategies that first consider identifying additional funding or adjusting level-of-service standards, before considering reassessment of land use assumptions.

⇒ for Countywide Planning Policies

- Provide guidance for common approaches to (1) analyzing funding capabilities, (2) developing provisions to include in a multiyear financing plan, and (3) addressing possible funding shortfalls in a reassessment strategy.
- Provide guidance for investment decision-making and accessing new transportation revenues.
- Describe county level and interjurisdictional sources of funding.

⇒ for Local Comprehensive Plans

- Fully account for both existing and new sources of revenue.
- Fully describe investment decision methodologies.
- Include a multiyear financing plan, based on the local transportation system needs.
- Include an analysis of funding capability relative to probable funding resources.
- Include a reassessment strategy in the event of a funding shortfall.

⇒ for Transit Agencies and Other Agency Planning, including Special Service Districts

- Fully account for both existing and new sources of revenue.
- Fully describe investment decision methodologies.
- Develop a multiyear financing plan, in cooperation with local jurisdictions.

Intergovernmental Coordination

The Growth Management Act places an emphasis on coordinating local, regional, and state planning efforts. Under the Act, the comprehensive plan of each county or city is to be coordinated and consistent with the comprehensive plans of other jurisdictions with which it shares common borders or related regional issues. The plan must include an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent cities and counties. It should also explicitly address how its land use assumptions and transportation network impact transportation in adjacent jurisdictions.¹⁷

Demand Management

Transportation demand management (TDM) strategies and programs include:

- Investing in the infrastructure to support alternatives to driving alone, including transit alignments and stations, high-occupancy vehicle (HOV) lanes and business and transit (BAT) lanes, bikeways and complete streets
- Transit-supportive land uses and compact urban form
- Ridesharing, vansharing, and carpooling
- Telecommuting and flexible work schedules
- Parking management

On-line resources include:

WASHINGTON STATE DEPARTMENT OF TRANSPORTATION
www.wsdot.wa.gov/TDM

VICTORIA TRANSPORT INSTITUTE
www.vtpi.org/tdm/

NATIONAL TDM AND TELEWORK CLEARINGHOUSE
www.nctr.usf.edu/clearinghouse/

MUNICIPAL RESEARCH AND SERVICES CENTER
www.mrsc.org/Subjects/Transpo/TDM.aspx

⇒ *for Countywide Planning Policies*

- Provide guidance for addressing coordination and joint planning for transportation facilities and services, as well as for mobility issues that have interjurisdictional implications, such as pass-through travel and related traffic

⇒ *for Local Comprehensive Plans*

- Include provisions addressing coordination with neighboring cities, the county, regional agencies, special districts providing transportation, and the state.
- Address whether transportation facilities and standards compatible at shared jurisdictional borders.
- Include provisions for joint planning for transportation facilities in unincorporated urban growth areas.

⇒ *for Transit Agencies and Other Agency Planning, including Special Service Districts*

- Coordinate agency planning with that of

local jurisdictions and other service providers.

Demand Management

By working to alter or reduce travel demand instead of increasing roadway supply, transportation demand management strategies play a critical role in alleviating congestion and mitigating transportation-related impacts on the natural environment. The Growth Management Act requires transportation demand management strategies and programs to be included in local plans. Examples include efforts to shift trips outside of peak travel time, efforts to shift trips to transit,

¹⁷ Examples include referencing outputs from a travel demand model when an impact is shown on neighboring jurisdictions or including some discussion of the implications of a particular land use strategy on neighboring jurisdictions.

ridesharing, bicycling or walking, efforts to decrease trip lengths, and efforts to eliminate certain vehicle trips all together.

A specific transportation demand strategy required in Washington is the Commute Trip Reduction Program. The Commute Trip Reduction (CTR) law requires major employers to develop and implement a commute trip reduction program that is designed to reduce the number and length of drive-alone commute trips made to the worksite. Examples include vanpools, telecommuting options, providing for flexible work schedules, and public transit subsidies.

⇒ ***for Countywide Planning Policies***

- Provide guidance for offering comprehensive programs for alternatives to driving alone, including transit and ridesharing, flexible work schedules and telecommuting.
- Address coordination of demand management programs that are multi-jurisdictional in nature.

⇒ ***for Local Comprehensive Plans***

- Include programs and strategies designed to manage travel demand – including transit and ridesharing, telecommuting, parking management, bicycling and pedestrian travel.
- Include commute trip reduction programs.

⇒ ***for Transit Agencies and Other Agency Planning, including Special Service Districts***

- Coordinate service provisions with local and regional efforts to provide alternatives to driving alone.

Pedestrian and Bicycle Component

Planning for bicycle and pedestrian facilities that are well-designed and strategically sited helps to improve accessibility and mobility – and offers travel choices that are safe, clean, and efficient, and increase physical activity. In 2005, the Growth Management Act was amended to require comprehensive plans to “include a pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles” [RCW 36.70A.070(6)(a)(7)].

⇒ ***for Countywide Planning Policies***

- Address the development of bicycle and pedestrian transportation networks that cross local jurisdictional boundaries.

Pedestrian and Bicycle Planning

Excerpts from the Regional Bicycle & Pedestrian Implementation Strategy (2002)

- *Provide for safe and convenient bicycle and pedestrian use on streets and roadway projects.*
- *Maintain and improve existing bicycle and pedestrian facilities; design projects according to established standards*
- *Invest to achieve greater system continuity by addressing missing linking and removing barriers and deterrents*
- *Locate new pedestrian and bicycle facilities in centers and other compact communities*
- *Provide for education on safe biking and walking; enforce safety laws*

Further guidance and information is on-line at: www.psrc.org/transportation/bikeped/

⇒ *for Local Comprehensive Plans*

- Include a bicycle and pedestrian component in the transportation element
- Include strategies, programs, and projects that address bicycle and pedestrian travel as a safe and efficient transportation options – including pedestrian and bicycle planning, project funding and capital investments, education and encouragement, safety improvements and enforcement, and ongoing monitoring.
- Improve local street patterns to enhance walking and biking; design streets to safely accommodate all users, including pedestrians and bicyclists.
- Include provisions to promote physical health and active living (land use-based approaches, transportation-based approaches).

⇒ *for Transit Agencies and Other Agency Planning, including Special Service Districts*

- Design facilities and services to better accommodate walking and biking to transit stops and stations.

Land Uses Adjacent to Airports

Washington State law includes provisions to protect public use general aviation airports from land use encroachment (RCW 36.70.547). Any county or city that has a general aviation

Review Criteria for Compatible Land Use Adjacent to Airports

- *List airports in or adjacent to your jurisdiction. If the airport is owned by the jurisdiction, include it in the transportation and capital facilities plan elements; the airport should also be designated as an essential public facility.*
- *Include a Land Use Inventory for airport property and adjacent areas:*
- *Identify existing and planned land uses in the vicinity of the airport. Document residential densities.*
- *Document places of public assembly (indoors and outdoors) in the vicinity of the airport (include schools, civic centers, theaters, malls, office buildings).*
- *Document existing vacant land and contiguous open space, for example, critical areas, passive use parks.*

airport within or adjacent to its jurisdictional boundaries is required to discourage the siting of incompatible uses next to the airport. The Regional Council has developed review criteria for airport planning and reviews airport compatible land use as part of its comprehensive plan review and certification process.

⇒ *for Countywide Planning Policies*

- Provide guidance for coordinating land use planning in areas adjacent to airports, especially where more than one jurisdiction abuts an airport.

⇒ *for Local Comprehensive Plans*

- Identify and address airport(s) located within or adjacent to the jurisdiction.
- Provide an inventory of existing and planned land use near the airport.

- Include policies and/or reference development regulations that prevent land use encroachment and discourage incompatible land uses adjacent to the airport.
- Address height hazard areas, safety zones, and noise impact areas for the airport in the plan and/or development regulations.
- Identify the ground transportation access.

⇒ *for Transit Agencies and Other Agency Planning, including Special Service Districts*

- Coordinate the provision of services in a manner that does not create incompatible uses next to airports.