ORDINANCE NO. 40

AN ORDINANCE OF THE CITY OF UNIVERSITY PLACE, WASHINGTON, ADOPTING BY REFERENCE THE PIERCE COUNTY TRANSPORTATION PLAN AS THE INTERIM TRANSPORTATION PLAN FOR THE CITY OF UNIVERSITY PLACE.

WHEREAS, the City Council has determined that it is in the City's best interest to adopt Pierce County Transportation Plan, adopted by Ordinance 92-147, effective December 28, 1992, as the Interim Transportation Plan for the City; NOW, THERFORE,

THE CITY COUNCIL OF THE CITY OF UNIVERSITY PLACE, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. Transportation Plan Adopted. The City adopts by reference the Pierce County Transportation Plan, as now in effect and as may be subsequently amended, as the Interim Transportation Plan for the City of University Place.

Section 2. Copy to be Available. One copy of the Pierce County Transportation Plan shall be available in the office of the City Clerk for use and examination by the public.

Section 3. Severability. If any sentence, clause or phrase of this ordinance shall be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance.

Section 4. Effective Date. This Ordinance shall take effect on the official date of incorporation.

PASSED BY THE CITY COUNCIL ON JULY 31, 1995.

Stanley L. K. Flemming, Mayor

ATTEST:

Susan Matthew, Interim City Clerk

APPROVED AS TO FORM:

Robert J. Backstein, Interim City Attorney

Date of Publication: August 2, 1995

Effective Date: August 31, 1995

PIERCE COUNTY TRANSPORTATION PLAN

POLICY DOCUMENT

June 1990

PIERCE COUNTY EXECUTIVE

JOE STORTINI

PIERCE COUNTY COUNCIL

BARBARA SKINNER
District No. 1

BILL STONER
District No. 2

BARBARA GELMAN
District No. 3

DENNNIS FLANNIGAN
District No. 4

CATHY PEARSALL-STIPEK
District No. 5

C.F. "CHUCK" GORDEN
District No. 6

PAUL CYR
District No. 7

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PAUL ELLIS, Chair
Tacoma-Pierce County Chamber of Commerce

BILL KITTRELL, Vice-Chair
Port of Tacoma

BILL ANDERSON
Spanaway Resident

OSCAR BERGGREN
Pierce County Fire Commissioners Association

JIM BLANKENSHIP [1]
Pierce County Fire Chiefs Association

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Building and Construction Trade Council

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Chehalis Western Railroad

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Eatonville Chamber of Commerce

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Pierce Transit

ROLAND DEWHURST
Associated General Contractors

RANDY DORN
State Representative (District No. 2)

PAUL ELLIS
Tacoma-Pierce County Chamber of Commerce

MARTY ERDAHL
Pierce County Utilities

RUTH FISHER, Chair
Legislative Transportation Committee

LYLE FOX [3]
Puyallup Resident

HOWARD FREEMAN
Tacoma Resident

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Tahoma Audubon Society

GLEN GORDON
Graham Resident

GLEN GRAHAM
Tacoma Resident

GERRY GUSTAFSON
Graham Resident

FRED GUTIERRIZ
Buckley City Council

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Lakewood Chamber of Commerce

KATHY HOLT
Bethel School District #403

JOE HOOTS
Gig Harbor/Peninsula Chamber of Commerce

CHARLES HOWARD
Washington State DOT

DONNA KINDER
Franklin Pierce School District #402

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Port of Tacoma

CHERIE MASTRO
Gig Harbor Resident

DON McCARTY
Mayor, City of Gig Harbor

BOB MYRICK
Tacoma Wheelmans Association

DON PETHICK
Puget Sound Council of Governments

RALPH PITTMAN
U.S. Dept. of the Air Force

ROSE MARIE RAUDEBAUGH [4]
Fircrest Resident

HOWARD SCHRENGOHST
Mayor, City of Sumner

HELEN SCOTT
Spanaway Resident

BILL STONER
Pierce County Council Dist. No. 2

BEN THOMPSON
Tacoma Public Works Dept.

JOHN WALLACE
Tacoma Resident

TERRY WARD
Bonney Lake Public Works Dept.

LARRY WERNER
Puyallup Public Works Dept.

FRED WILMETH
Town Administrator, Steilacoom

JAN WOLCOTT
Pierce County Parks, Recreation, and Community Services

DENNIS YOUNG
Tacoma Resident

Pierce County Staff:
Pierce County Public Works Department
Pierce County Planning & Natural Resource Management Department

Consultant Team:
KJS Associates, Inc.
Entranco Engineers
McConnell/Burke
Michael Birdsall & Associates

1. Chair, Finance and Priorities Subcommittee
2. Chair, Land Use and Transportation Subcommittee
3. Chair, Standards and Capacity Subcommittee
4. Chair, Coordination Subcommittee

PIERCE COUNTY TRANSPORTATION PLAN

POLICY DOCUMENT

A Portion of the

Pierce County Comprehensive Plan

Adopted by:

Pierce County Planning Commission
October 24, 1989

Pierce County Council
February 20, 1990
Ordinance No. 89-217

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FILE NO. 160 PROPOSAL NO. 89-217

Sponsored by: Councilmember C.F. "Chuck" Gorden

Requested by: County Executive/Planning and Natural Resource Management/Public Works

ORDINANCE NO. 89-217

AN ORDINANCE of the Pierce County Council Adopting the Pierce County Transportation Plan - Policy Document, as an Element of the Pierce County Comprehensive Plan, and Adopting Findings of Fact.

WHEREAS, the Pierce County Council recognizes the need for a county-wide transportation plan to outline in advance the development of road systems, to establish right-of-way and funding priorities, and to manage provision of transportation needs which result from community growth; and

WHEREAS, on August 18, 1988, the Council passed Resolution No. 87-87 recommending the endorsement of a Pierce County Transportation Plan; and

WHEREAS, on August 16, 1988, the Council established the Transportation Coordinating Committee, through Ordinance No. 88-114, to develop a County Transportation Plan; and

WHEREAS, public hearings, as required by State and local law were held for the consideration of the Pierce County Transportation Plan - Policy Document and the reports of the Pierce County Planning

WHEREAS, the Council, following its consideration of the action of the Pierce County Planning Commission, the recommendation of the Pierce County Environmental Official, and all testimony presented at public hearings finds that the Pierce County Transportation Plan - Policy Document is necessary and required and should be adopted as presented by the County Executive; NOW, THEREFORE,

BE IT ORDAINED by the Council of Pierce County:

Section 1. The Council hereby adopts the attached Exhibit "A" as the Pierce County Transportation Plan - Policy Document, as an element of the Pierce County Comprehensive Plan, as though fully set forth herein.

Section 2. The Council hereby adopts the Findings of Fact as contained in Exhibit "B", attached hereto and incorporated by reference.

Ordinance No. 89-217, continued

PASSED this 20th day of February, 1990.

PIERCE COUNTY COUNCIL
Pierce County, Washington

ATTEST:

Council Chair

Clerk of the Council

PIERCE COUNTY EXECUTIVE

Approved ✓ Vetoed ____
this 3/5 day of May,
1990.

Approved As To Form Only:

Chief Civil Deputy
Prosecuting Attorney

Date of Publication of
Notice of Public Hearing: February 14, 1990

Effective Date of Ordinance: June 10, 1990

Exhibit "B" to Ordinance No. 89-217

(Findings of Fact, as contained in the October 24, 1989, Staff Report of the Pierce County Planning and Natural Resource Management Department.)

FINDINGS OF FACT

1. Pierce County Council adopted Ordinance 88-114 on August 16, 1988 establishing the Transportation Coordinating Committee.

2. The TCC met at regularly scheduled monthly meetings at the Pierce County Annex. All meeting were open to the public and public comment was encouraged.

3. Six Public Meetings were held by the TCC at various locations around the County during a two week period in June to allow for public review and discussion of the proposed policies. The locations are identified below:

June 6, 1989	Pierce County Annex, Tacoma, WA
June 7, 1989	Lakewood Community Center, Tacoma, WA
June 8, 1989	Pierce County Library, Sumner, WA
June 13, 1989	Gig Harbor High School, Gig Harbor, WA
June 14, 1989	Spanaway FPD #7 Fire Hall, Spanaway, WA
June 15, 1989	Eagle's Hall, Eatonville, WA

4. Presentations concerning the Proposed Transportation Plan - Policy Document were made to community organizations by TCC members and County Staff, including a May 17, 1989 joint meeting with the PSCOG Pierce County Subregional Council.

5. A brochure describing the project was developed and widely distributed in Pierce County.

6. On July 10, 1989, the TCC formally approved the Transportation Plan - Policy Document.

7. On August 8, 1989 the Proposed Pierce County Transportation Plan - Policy Document was transmitted from the TCC to the Pierce County Executive.

8. Public notice has been provided pursuant to RCW 36.70. Notice has included mailings, legal notice, and advertisements in local print media.

9. The Pierce County Planning Commission held its first public hearing on the Transportation Plan - Policy Document on August 16, 1989 at the Pierce County Annex. That public hearing was continued to two dates: Wednesday, September 20 and Tuesday, October 10 at 7:00 p.m.

10. A Draft Environmental Impact Statement (DEIS) was prepared and circulated for public comment. The comment period closed September 14, 1989. All comments received were addressed in the FEIS.

11. The FEIS was released October 2, 1989. No comments were received regarding the FEIS.

12. The Planning Commission did have a hearing on October 24, 1989, and recommended approval of the Plan to the County Council.

13. The County Council's Planning and Public Works Committee held hearings on January 4, 1990 and January 18, 1990, and recommended the Plan for approval.

EXECUTIVE SUMMARY

PIERCE COUNTY TRANSPORTATION PLAN

CHAPTER I

EXECUTIVE SUMMARY

Transportation problems have become one of the top concerns of Pierce County residents and businesses. Growth in population, employment, and vehicle ownership and use have resulted in significant increases in traffic throughout the county. Concern has been expressed about a variety of transportation related problems such as traffic congestion, safety, environmental impacts, maintenance of transportation facilities, the need for new roads, and financial resources needed to pay for transportation improvements.

To respond to the transportation issues facing Pierce County, the county embarked on the development of a county transportation plan. The first phase of the plan, "Planning Framework", includes the creation of a transportation policy document to provide a framework for future transportation planning and decision making. In August, 1988, the Pierce County Council passed Ordinance #88-114, creating a Transportation Coordinating Committee (TCC) charged with leading the development of a transportation policy document for the county. The members of the TCC represented a diverse set of interests ranging from citizens-at-large to local and state elected officials, transportation providers, business interests, public agencies and developers.

The TCC began meeting in September, 1988. This policy document contains the recommended transportation policies developed by the TCC. The policies are grouped into four major subject areas addressed by the TCC subcommittees:

- Coordination;
- Standards and Capacity;
- Land Use and Transportation Planning; and
- Finance and Prioritization.

COORDINATION

The Coordination Subcommittee developed policies related to coordination between different modes of travel and between different agencies that manage the transportation system. The overall objectives of the policies developed by the subcommittee are; (1) to balance the competing demands of different modes and to facilitate transfers between different travel modes, and (2) to facilitate effective coordination among the agencies that fund, build and operate the transportation system. The policies are divided into two areas, coordination of regional transportation planning and coordinating provision of facilities and services.

Coordinating Regional Transportation policies address issues such as:

- Interagency planning coordination;
- Planning for airports and ferry service;
- Regional coordination in planning for high capacity transit; and
- Coordinated planning for non-motorized travel modes.

Coordinating Provision of Facilities and Services focuses on issues related to specific projects, and connections between travel modes, including:

- Coordination in the review of capital improvement programs, and specific project designs;
- Coordination in the construction of projects;
- Facilitation of transfers between different travel modes;
- Improvements to rail services; and
- Provision of transit service throughout the county.

STANDARDS AND CAPACITY

The Standards and Capacity subcommittee developed policies to guide the design, construction, operation, and maintenance of the county's transportation system so that it will operate safely and meet the demands of users. These policies are grouped into three categories: Transportation system classification, standards, and transportation system management.

Transportation System Classification includes policies that expand on the existing functional classification system to allow for better integration of all travel modes, and to provide for:

- Consistency with state and federal guidelines;
- Additional classifications for transit, trucks, bicycles, pedestrians, equestrians, ferries and airports;
- Regular updates and revisions to the classification system; and
- Designated truck routes to preserve the integrity of neighborhoods.

Standards policies address issues of:

- Standards for the design and construction of transportation facilities to safely accommodate all types of transportation;
- Maintenance standards to protect the investment in the existing transportation system;
- Standards for uniform data collection, analysis and interpretation; and
- Road adequacy standards to guide the provision of adequate transportation facilities and services to meet current and future transportation needs.

Transportation System Management/High Occupancy Vehicles (TSM/HOV) policies are concerned with ways to improve the overall operation of the transportation system, including physical improvements, such as park-and-ride lots, operational improvements, such as timing traffic signals, and demand management such as encouraging employers to subsidize bus passes. "High occupancy vehicles" (HOV) refers to buses, vanpools and carpools. These policies address issues related to:

- Developing consistent regional HOV facilities and programs;
- Public education regarding TSM/HOV programs and policies; and
- Physical and operational improvements to improve traffic flow.

LAND USE AND TRANSPORTATION PLANNING

Effective use of land requires the presence of an adequate transportation system to move people and goods. The effectiveness of a transportation system is measured by how well it serves existing and planned land uses. The objective of the land use and transportation policies is to guide the transportation system toward better serving existing and future development in Pierce County.

Design Guidelines for Land Development policies incorporate transportation goals and considerations directly into land development design plans. The policies encourage:

- Providing for transit access to and within developments;
- Providing for pedestrians and other non-motorized transport;
- Controlling access to and from arterials; and
- Coordinating access for developing areas along roadways.

Right-of-Way policies address the county's need to have an adequate transportation system in the future. To plan for this, it is necessary today to identify sufficient rights-of-way and protect them from encroachment by new development. These policies provide for:

- The identification, acquisition, and preservation of rights-of-way for future transportation needs; and
- Linking land development to provision of an adequate transportation system.

Compatibility of Transportation with Land Use policies aim to minimize the negative effect of transportation on surrounding land uses and to make sure that the adjacent land use is compatible with the transportation activity. The focus of these policies includes:

- Protecting residential areas from the impacts of major roadways;
- Providing for compatible land use near airports;
- Locating and designing park-and-ride lots; and
- Locating and designing transit centers.

FINANCE AND PRIORITIZATION

All jurisdictions face the challenge of making the best use of the limited funds available to finance transportation projects. The objective of the finance and prioritization policies is twofold: (1) to secure adequate funding to finance the county's transportation needs; and, (2) to establish a consistent and equitable method for allocating the county's funds.

Financing Strategies policies aim to secure adequate funding to meet Pierce County's transportation needs and ensure that the county receives its fair share of the funds available from federal and state sources. Specific areas covered by the policies include:

- Long range funding strategies;
- Pursuit of new funding sources;
- Changes in the distribution of state and federal funds allocated to the county.
- Equity in sharing the cost of transportation improvements,;
- Cost-sharing between the public and private sectors; and
- Elimination of the diversion of road funds to non-transportation uses.

Prioritization policies set general guidelines for making decisions about the allocation of funds, and provide guidance for:

- Cataloging and assessing transportation needs;
- Deciding between maintaining existing transportation versus expanding the system;
- Setting criteria for choosing among new transportation projects;
- Fairly and equitably allocating funds throughout the county;
- Coordinating with other jurisdictions; and
- Incorporating the results into the county's planning and budget review documents.

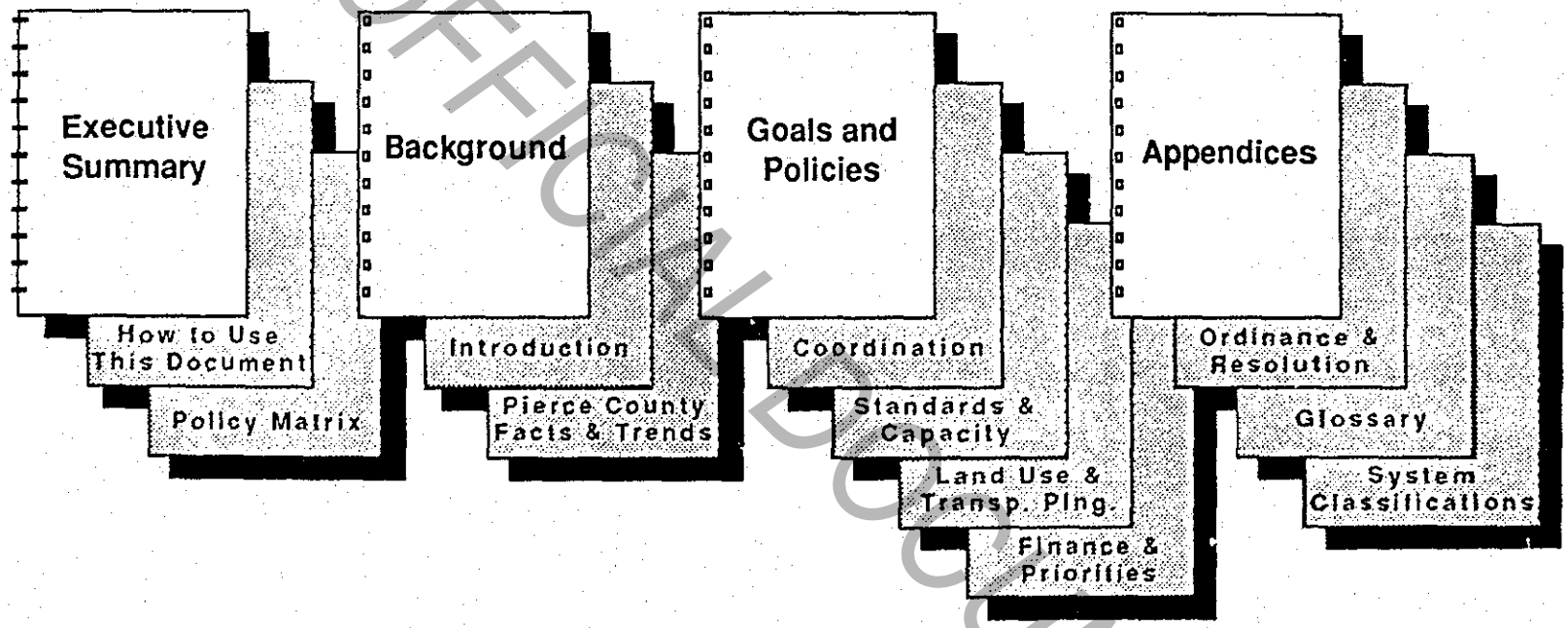
POLICY DOCUMENT ORGANIZATION

This report is divided into four major sections, as illustrated in Figure 1, and described below.

Executive Summary and Policy Matrix

The first section includes a brief summary of the document's contents, and a summary matrix with the text of all of the policies. The policies have been grouped into ten subject areas:

Coordination:	▪ Regional Transportation Planning ▪ Provision of Facilities and Services
Standards and Capacity:	▪ Transportation System Classification ▪ Standards ▪ Transportation System Management and High Occupancy Vehicles
Land Use and Transportation Planning:	▪ Design Guidelines for Land Development ▪ Right-of-Way ▪ Compatibility With Transportation Facilities
Prioritization and Finance:	▪ Financing Strategies ▪ Prioritization



PIERCE COUNTY TRANSPORTATION PLAN	How the Policy Document is Organized	Figure 1

The relationship between the policies is shown in two different ways in the matrix. Reading across the rows indicates the subject areas addressed by each policy. Many of the policies address multiple subject areas, reflecting the high degree of interrelationship among the individual policies. The principal subject addressed by the policy is indicated by a ● . Other areas addressed by the policy are indicated by a ○ . For example, Policy 1 is primarily related to coordination in regional transportation planning. However, this policy is also related to coordination in the provision of transportation facilities and services, transportation system management, and financing strategies.

Reading down a subject column reveals all of the policies that address a particular subject. Some subject areas are addressed by only a few policies. Others have numerous different policies that address various aspects of the subject area. For example, 21 different policies are related to transportation system management/high occupancy vehicles.

Background

The background section of this report includes two chapters that provide information about the context and setting for this effort, the planning process, and facts and trends regarding transportation in Pierce County. Chapter II, Introduction, includes discussions on transportation issues in Pierce County that led to the current transportation planning effort, the history and description of the Transportation Coordination Committee that is leading the project, and transportation goals. Chapter III, Pierce County Facts and Trends, summarizes information regarding statistics and trends in relation to county population, employment, and development patterns; and provides a description of key elements of the county's transportation system and their utilization.

Goals and Policies

Discussions of transportation related issues and the policies developed by the TCC to address these issues are included in this section. It is divided into four chapters: IV. Coordination Policies; V. Standards and Capacity Policies; VI. Land Use and Transportation Planning Policies; and VII. Finance and Prioritization Policies. Each of the chapters includes an introductory section describing the major subject area. The chapters are then divided into the sections summarized in the policy matrix. Background discussions of these subject areas are followed by the recommended policies.

Appendices

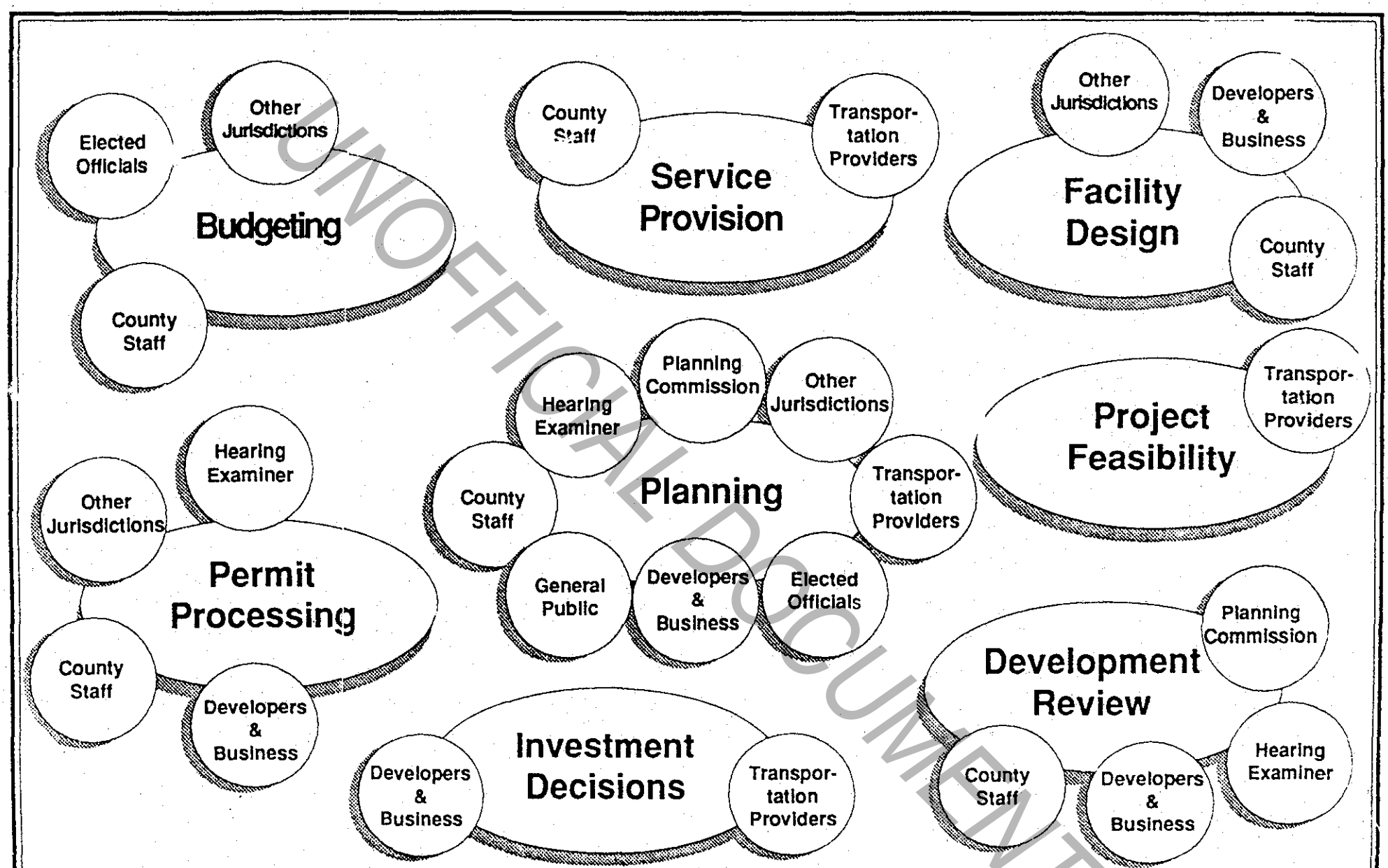
The last section of the report includes a summary of recommendations from the PSCOG West Corridor project, a summary of recommendations from the Washington State Rail Development Commission, a glossary of terms, the details of the classification system referred

to in Policy 15, and the ordinance and resolutions that established the Transportation Coordinating Committee.

USE OF PIERCE COUNTY'S TRANSPORTATION POLICIES

Following its adoption, the county's Transportation Policy Plan Document will be used by many different people to guide decisions that affect transportation in Pierce County (see Figure 2). The County Council and Executive will use the TCC's recommendations to establish transportation policies for the county. County staff will use the policies to establish transportation system guidelines, procedures, criteria, plans, programs, and budgets to implement the policies. The Hearing Examiner(s) will use the policies to guide land use actions to be consistent with the county's policies regarding transportation. Other agencies such as cities, the State Department of Transportation and adjacent counties will use the policies to coordinate with Pierce County on regional transportation issues and on projects that cross jurisdictional boundaries.

Developers and businesses will use the policies to assess project feasibility, make investment decisions, and to design individual projects. The general public will use the plan to become better informed about the county's policies so they can influence the development of sub area transportation plans, and improvements to the transportation system. Transportation providers will use the policies to coordinate the provision of services with transportation facility design and operation.



PIERCE COUNTY TRANSPORTATION PLAN

How the Policy Document Will Be Used

Figure 2

COORDINATION

1. Agency Coordination

Pierce County actively coordinates its planning, construction, and operation of transportation facilities and programs to support and complement the planning functions of adjacent counties, local jurisdictions, the Puget Sound Council of Governments (PSCOG), the Washington State Department of Transportation, Pierce Transit, and other public and private entities responsible for transportation facilities and services that may affect Pierce County. This coordination is facilitated by:

- *Encouraging elected officials to participate in the PSCOG sub-regional council and other PSCOG committees, councils, and activities;*
- *Working with other jurisdictions to plan, seek funding for, and implement multi-jurisdictional transportation projects necessary to address shared transportation needs; and*
- *Formulating transportation decisions that are consistent with current plan documents of incorporated and unincorporated areas of Pierce County, and jurisdictions adjacent to Pierce County.*

2. Airports

Pierce County participates in regional airport planning to ensure that County needs are met and that County concerns are addressed. To do this, the County Executive will have county agencies:

- *Work to implement adopted airport plans;*
- *Build on current planning documents in developing any further county-wide airport plans; and*
- *Keep the County Executive and Council up to date regarding the status of airport planning in the region and its likely impact on Pierce County.*

3. Ferries

Pierce County is committed to integrated and coordinated transportation service for the public throughout the region and supports further regional discussion of high occupancy vessel concepts, such as passenger only ferries, which offer improved water connections between cities around the Puget Sound area. Toward this end, Pierce County:

- *Supports the recommendations contained within the Puget Sound Council of Governments (PSCOG) West Corridor Project (included in Appendix A); and*
- *Encourages the PSCOG to continue the West Corridor Project, including the development of an around-Puget Sound mass transportation policy and an action plan for improved passenger-only ferry service.*

4. High Capacity Transit

Pierce County actively promotes high capacity transit (HCT) through its involvement in the planning, location, timing, financing, design and technological decisions regarding a regional HCT system by:

- *Participating in regional high capacity transit studies;*
- *Broadening the definition of high capacity transit beyond light rail to include transit service expansion, High Occupancy Vehicle (HOV) lanes, Park-and-Ride lots, and many other incremental commuter services which may be transitional programs instituted before rail is implemented;*
- *Identifying corridors for HCT on both county-wide and regional bases;*
- *Creating the kind of environment that will support and enhance HCT use through the provision of adequate access for pedestrians and bicycles, incorporation of policies which promote transit use (i.e., flextime) and land use decisions which will support the system (i.e., densities around transit centers); and*
- *Participating in the planning, location, and design of Park and Ride lots, HOV lanes, and other facilities and services to support the regional transit system.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
●	○			○				○	
●							○		
●	○								
●	○			○		○	○	○	

● = Primary Subject of Policy ○ = Secondary Subject of Policy

5. Non-Motorized Travel Modes

Pierce County coordinates planning efforts for non-motorized modes of travel with other jurisdictions, local communities and specific non-motorized travel interest groups to develop an integrated area-wide plan for bicycles and other non-motorized travel modes that ensures continuity of routes.

6. Review and Comment

Pierce County reviews and comments on the transportation plans, Capital Improvement Programs, and Transportation Improvement Programs of local, regional, and state agencies involved in the provision of transportation facilities and services to improve the coordination of individual transportation improvement projects.

7. Utilities

Pierce County coordinates the location of major utility and transportation corridors and the construction of roadway and utility improvement projects with the Pierce County Utility Coordinating Council in order to:

- *Minimize right-of-way disruptions caused by construction*
- *Minimize costs; and*
- *Maintain pavement integrity.*

8. Multimodal Coordination

Pierce County coordinates planning and operation of its transportation facilities and programs to optimize multimodal transportation programs, transportation service connections, and transfers at designated transfer points, including existing and future ferry terminals. The County encourages:

- *Pierce Transit to review options for accommodating cyclists, including bike racks on buses and bike racks at major transit facilities and bus stops;*
- *The Washington State Department of Transportation and local jurisdictions to upgrade depot facilities and provide for multimodal use of these facilities;*
- *Integration of non-motorized modes of travel into the roadway system where appropriate; and*
- *Integration of non-motorized modes of travel into the county-wide and regional off-road trail system.*

9. Rider Information Package

Pierce County encourages the Tacoma Pierce County Visitors and Convention Bureau and transportation service providers to coordinate with the County to develop a "rider information package" with respect to common passenger transportation. This information package may include maps, routes, schedules, and public information telephone numbers for:

- *Passenger rail service;*
- *Local transit agencies;*
- *Air carriers;*
- *Private ground transportation providers; and*
- *International, state and local ferry services.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
●	○								
○	●	○						○	
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	●								

● = Primary Subject of Policy ○ = Secondary Subject of Policy

10. Rail Service Preservation And Enhancement

Pierce County encourages local communities, the Washington State Department of Transportation, railroads, labor groups and shippers to work together to:

- *Improve passenger and freight rail service;*
- *Identify and preserve rail lines which currently provide transportation and economic benefits to Pierce County;*
- *Coordinate and implement passenger and freight rail service preservation projects consistent with a regional transportation program; and*
- *Consider localized rail service as a means of public transportation.*

11. Transit Service Extensions

Pierce County encourages Pierce Transit to establish a process for evaluating boundary and service extensions which includes criteria to:

- *Determine the feasibility of providing service to new areas; and*
- *Evaluate alternatives to regular, fixed route transit service (e.g., vans for occasional service).*

12. Coordination With Social Service Agencies

Pierce County encourages coordination between Pierce Transit and all social service agencies in the location of transit and new social service facilities so that social service agency clients can be served effectively by transit.

13. Special Needs Transportation

Pierce County supports the mobility of persons who are elderly and all persons with disabilities by maximizing transportation system accessibility, affordability, and expanded service capacity through:

- *Design standards that reflect the infrastructure needs of persons who are elderly and all persons with disabilities;*
- *Identifying and improving existing transportation facilities and developments that are not accessible or usable by persons who are elderly or by persons with disabilities; and*
- *Encouraging greater coordination of public and private transportation operators to accommodate the special needs of persons who are elderly and all persons with disabilities.*

14. Environmental Protection and Conservation

Pierce County minimizes negative environmental impacts created by county transportation facilities and activities by:

- *Appropriately designing, constructing, operating, and maintaining transportation facilities to minimize degradation of existing environmental conditions;*
- *Aligning and locating transportation facilities away from environmentally sensitive areas to preclude direct environmental degradation caused by a facility and indirect environmental degradation created by development around facilities;*
- *Mitigating unavoidable environmental impacts; and*
- *Soliciting and incorporating the concerns and comments of interested parties regarding environmental issues into the planning, design, construction, operation, and maintenance of the county transportation system.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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○	●	○			○				
●	○				○		○		

● = Primary Subject of Policy ○ = Secondary Subject of Policy

STANDARDS AND CAPACITY

15. Functional Classification

Pierce County classifies its transportation system in accordance with federal, state, regional and local guidelines based on:

- *Washington State Department of Transportation's; "Guidelines for Amending Urban Boundaries, Functional Classifications, and/or Federal Aid Systems", except that in the labeling of arterials, the County's adopted system of Major, Secondary and Collector arterials, shall be used;*
- *Specific classifications as described in Appendix E will be assigned for transit, trucks, bicycles, pedestrians and equestrians;*
- *Ferry routes are classified as part of the County roadway system, with designations for general roadway classification and for public transit*
- *The Federal Aviation Administration classification system for airports, identified in the Puget Sound Council of Governments Regional Airport System Plan, is recognized and used by Pierce County;*
- *The designation of "primitive roads" as defined by RCW (Revised Code of Washington) 36.75.300 is used when appropriate; and*
- *A special classification for "alleys" shall be defined and applied throughout the County.*

16. Classification Plan Updates

Pierce County conducts a comprehensive review and update of its Road Classification Plan every five years, with minor modifications as appropriate on an annual basis.

17. Goods Movement

Pierce County preserves the integrity of identified incorporated and unincorporated neighborhoods by:

- *Establishing bypass routes to minimize truck traffic through neighborhoods;*
- *Designating business routes to serve commercial centers and other areas attracting numerous truck trips; and*
- *Locating and signing truck routes to avoid residential neighborhoods, points of low overhead clearance and transportation facilities with low load limits.*

18. Adequate Facilities for All Modes

Pierce County seeks to ensure adequate transportation facilities for all transportation modes, including trucks and passenger vehicles, localized rail service, air and ferry service, and non-motorized modes of travel.

19. Road Adequacy Ordinance

Pierce County encourages the private sector, local jurisdictions, Washington State Department of Transportation and the community at large to work with the County to develop a road adequacy ordinance to support development of adequate transportation facilities throughout the County. This ordinance should define specific standards for:

- *Acceptable levels of congestion and service*
- *Safety; and*
- *Right-of-Way requirements.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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20. Arterial Standards Updates

Pierce County reviews its policies, standards, and practices related to access control and spacing of major, secondary, and collector arterials to see if they are adequately guiding the development of the County's road system in rapidly growing areas of the County. Where existing problems are identified, these policies, standards and practices are revised to support the provision of an efficient and cost-effective road system for the future.

21. Allowable Land Use Changes

Pierce County allows land use changes (such as master plan developments, rezones, plats and conditional use permits) only when these changes are accompanied by specific documentation or proposed plans showing how the transportation system can adequately support the needs of existing and proposed development. Pierce County will establish threshold levels for this policy so that small landowners will not be unfairly disadvantaged, and will tie implementation of this policy to impact mitigation planning that seeks to fairly allocate the costs of transportation improvements among and between the county and all affected parties.

22. Use of Regional Data

Pierce County concurs with the Pierce County Subregional Council in adoption of the Puget Sound Council of Governments population and employment forecasts for Pierce County. The County:

- *Encourages consistency in their use by County departments, especially those involved in planning and developing infrastructure improvements (i.e., water, sewer, solid waste, and transportation facilities);*
- *Uses these forecasts as the basis for developing refinements of the Pierce County Transportation Plan and Sub Area Transportation Plans; and*
- *Uses these forecasts to guide transportation decisions where county planning documents do not provide clear direction to decision makers regarding current trends in population, employment and growth potential.*

23. Urban Boundaries

Pierce County encourages the Puget Sound Council of Governments and the Washington State Department of Transportation to participate in a review of the "urban area boundaries" as soon as possible and will modify the boundaries as appropriate to reflect current conditions in Pierce County.

24. Maintenance Standards

Pierce County endeavors to maintain the County's transportation system at a level commensurate with the original design standards used in constructing the facilities. The County recognizes the need to establish special standards for the frequency and level of roadway maintenance appropriate for roads classified as "key pedestrian" and "key bicycle" streets, in order to provide for the safety of all travellers.

25. Enforceable Maintenance Agreements

Pierce County requires the establishment of maintenance agreements for all private roads which can be enforced through civil court action. Pierce County does not maintain private roads.

26. Access and Standards

Pierce County seeks to ensure adequate access to development through a system of public and, where appropriate, private roads. A range of design and construction standards to cover all facilities will be developed in cooperation with the county's citizens, the private sector and various County departments for roadway alignment (or location), design, ownership (public or private), and street naming.

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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27. Roadway Design

Pierce County coordinates with local jurisdictions, the Washington State Department of Transportation (WSDOT), adjacent counties, the Federal Highway Administration (FHWA), and Pierce Transit to achieve consensus on a uniform set of minimum roadway design standards that:

- *Are linked to the level and type of land development served by transportation facilities;*
- *Promote compatibility among jurisdictions in the design of transportation facilities; and*
- *Comply with federal and state design criteria.*

28. Threshold Levels

Specific "threshold levels" will be established to determine which standard should apply to individual roads based on the projected ultimate usage of the roadway (i.e., daily traffic volumes and access needs) and their relationship to the County's overall transportation system.

- *Public roads identified on the County's transportation plan may not be constructed and operated as private roads, although an interim private road in a planned future public road corridor may be allowed to serve single family residential development until a route establishment study has been completed by the County.*
- *Private roads that do not meet the "threshold level" established for County public roads will not be accepted into the County road system unless they have been identified through the sub area planning process as serving public, through traffic needs.*
- *Street names and addresses for new private roads will conform to the Pierce County street naming system except where specifically exempted by the County Council.*

29. Access Control

Pierce County encourages the consolidation of access to state highways, and major and secondary arterials in order to complement the highway and arterial system, reduce interference with traffic flow on the arterials, and discourage through traffic on local access streets or private access/circulation roadways. To achieve this the County:

- *Encourages, and may assist, land owners to work together to prepare comprehensive access plans that emphasize efficient internal circulation and discourage multiple access points to major roadways for developing areas along highways, and major and secondary arterials;*
- *Encourages access to private developments through a system of collector arterials and local access streets to be identified in the Sub Area Plans;*
- *Encourages consolidation of access in developing commercial and high density residential areas through shared use driveways, frontage roads, and local access streets which intersect with arterials at moderate to long spacing; and*
- *Encourages an Access Design Review Group composed of representatives of county, state, and local jurisdictions to address access issues on state highways in Pierce County and provide input during state access hearings.*

30. Standards for Different Travel Modes

Pierce County's roadway design standards incorporate the special design parameters required by transit, truck, bicycle, pedestrian and equestrian facilities. These standards:

- *Are compatible with the County's new functional classification system;*
- *Are applied consistently and equitably;*
- *Promote improved transit accessibility features such as bus turnouts, pedestrian access to bus stops and bus shelters; and*
- *Keep "at grade" railroad crossings to a minimum and provide for traffic control safety devices consistent with Washington Utilities Transportation Commission regulations for existing and new crossings.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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31. Transportation System Management (TSM)

Pierce County maximizes the operating efficiency of the County's transportation system through the use of TSM strategies such as:

- *Signal interconnect systems, signal coordination and synchronization, and other signal improvements to facilitate smooth traffic flow;*
- *Turn lanes and turn pockets to allow turning vehicles to move out of through traffic lanes;*
- *Access control for major arterials to minimize disruptions in traffic flow;*
- *Climbing lanes for slower moving vehicles (including non-motorized) where appropriate to ensure smooth traffic flow;*
- *Off street truck loading facilities, where appropriate, to separate goods loading/unloading from goods and people movement, and provide for the efficient movement of goods and traffic; and*
- *Regulating truck delivery hours and establishing size limits on trucks in certain areas to facilitate traffic flow.*

32. Encouraging High Occupancy Vehicles (HOVs)

Pierce County encourages greater use of HOVs, such as transit, carpools and vanpools, by travellers in order to move people more efficiently and minimize the need for additional roadway capacity.

33. High Occupancy Vehicle (HOV) Program Development

Pierce County coordinates with Pierce Transit, local and regional jurisdictions, the Puget Sound Council of Governments, the Washington State Department of Transportation, and business, development, and residential communities to develop an integrated HOV program to increase their use in Pierce County. Major elements of the HOV program include:

- *Agreement on a consistent definition of HOVs so that the County and the state use the same definition for HOV facilities that connect;*
- *Identifying and preserving rights-of-way and property needed for Park-and-Ride and Park-and-Pool lots, HOV lanes, intersection improvements (such as queue bypass lanes) and so forth;*
- *Public education to encourage greater utilization of HOVs;*
- *Assignment of responsibility for the management and maintenance; of HOV related facilities;*
- *Regional coordination of HOV services and programs provided by transit operators in the region;*
- *Program monitoring to assess the success of various strategies and revise the program when appropriate; and*
- *An HOV strategies manual for use by County departments, local jurisdictions, and private developers and employers with guidelines for:*
  - *Parking management programs that provide incentives for HOVs and discourage Single Occupant Vehicles;*
  - *Transportation support services which enhance the convenience of HOV use;*
  - *Polices and programs to encourage land use and design that create an environment in which HOVs can operate more successfully;*
  - *Providing convenience services at Park-and-Ride lots to encourage more people to use them and to decrease additional trip making;*
  - *Providing financial and other incentives to use transit/HOVs;*
  - *Promoting flex time and alternative work hours to reduce travel demand during peak hours; and*
  - *Providing convenient transfers between different travel modes, intercity and local bus services, ferry service and airporter service at key locations.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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34. High Occupancy Vehicles (HOVs) in New Developments

Pierce County requires those developments that are found to significantly impact transportation facilities and services to provide HOV programs. A "threshold definition" (e.g., size and type of development and location of the development in relation to congested corridors, etc.) will be used to link specific HOV improvements to the developments affected by this policy. Potential HOV improvements could include:

- *HOV facilities;*
- *Parking management programs; and*
- *Supporting HOV incentive programs.*

LAND USE AND TRANSPORTATION PLANNING

35. Pedestrian and Bicycle Facilities

Pierce County strongly encourages developers of large lot subdivisions, short plats and other types of development which meet threshold standards, as defined in the county's design standards, to provide safe and convenient facilities for pedestrians and cyclists, including:

- *Sidewalks, improved shoulders, or off-street trails within developments to accommodate internal circulation; and*
- *Connections to adjacent property and transportation facilities (such as roads, trails, and transit routes) to facilitate safe and convenient access to nearby parks, schools, business and residential areas, transit routes and trails.*

36. Transit Facilities

Pierce County encourages private developers and Pierce Transit to integrate transit facilities such as transfer centers, bus pullouts, bus shelters, transit information centers and pedestrian connections into the design of residential, retail, manufacturing, commercial office, and other types of development.

37. Identifying Right-of-Way Needs

Pierce County intends to use the sub area transportation planning process to identify transportation system needs throughout the county in order to:

- *Provide adequate transportation facilities and services to meet current and future travel needs;*
- *Identify specific transportation corridors and alignments where public roads are needed; and*
- *Locate and protect needed rights-of-way as soon as possible.*

38. Acquiring Rights-of-Way

Pierce County intends to reserve property for needed rights-of-way as quickly as possible. Methods to acquire and preserve right-of-way include, but are not limited to:

- *Requiring dedication of right-of-way as a condition for development;*
- *Requesting donations of right-of-way to the County;*
- *Determining the allowable development density on a given property, based on the total property size (including the donated right-of-way portion), so that developers who donate rights-of-way are not penalized;*
- *Purchasing rights-of-way by the County;*
- *Purchasing development rights from property owners; and*
- *Requiring property owners to grant public easements.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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39. Protecting Rights-of-Way From Encroachment

Pierce County protects public rights-of-way from encroachment by any structure, vegetation, landscaping materials or other obstruction in order to:

- *Provide safety for motorists, pedestrians, cyclists or other users of the public roads;*
- *Preserve the integrity of County roads, drainage systems, and other publicly provided and maintained facilities;*
- *Protect access for all travellers using motorized and non-motorized travel modes.*

40. Protection Methods

Pierce County uses the following methods to protect rights-of-way from encroachment:

- *Establishment of minimum setback requirements of property improvements to preserve sufficient right-of-way to allow for expansion roadways or frontage roads to serve future transportation needs;*
- *Development of specific guidelines regarding the installation and maintenance of any landscaping in or extending into the public right-of-way; and*
- *Development of a public information program to inform property owners about the County's policies regarding private use of right-of-way, including specific information covering acceptable practices and maintenance requirements.*

41. Preserving Rail Rights-Of-Way

Pierce County strongly encourages the preservation of rail rights-of-way for future rail or other transportation purposes. Actions to preserve rail rights-of-way include:

- *Identification of abandoned or to be abandoned rail lines and rights-of-way in conjunction with the state, local communities, railroads, labor groups, and shippers;*
- *Assessment of potential uses of rights-of-way for different forms of motorized and non-motorized travel in order to preserve and implement their highest and best transportation use;*
- *Allocation of funds by the state for the purchase of identified rail lines and rights-of-way; and*
- *Amendment of RCW (Revised Code of Washington) Chapter 47.76 by the state to implement the December 1988, Washington State Rail Development Commission recommendations (included in Appendix B), which would modify "rail banking" practices, the acquisition of abandoned corridors, the interim and future use of rights-of-way, and funding procedures.*

42. Compatibility With Adjacent Land Uses

Pierce County seeks to ensure that planned transportation system improvements are compatible with adjacent land uses and minimize potential conflicts through guidelines to:

- *Control access to roads from adjacent developments;*
- *Route major and secondary arterials around, rather than through, neighborhoods and communities so as to minimize traffic impacts on residential neighborhoods;*
- *Prevent new residential areas from fronting on major or secondary arterials;*
- *Provide landscaping and other types of buffers along major transportation facilities; and*
- *Provide facilities for cyclists and pedestrians to access transit.*

43. Preservation of Airport Resources

Pierce County supports the preservation of air navigation resources and facilities in the county by:

- *Providing for compatibility with surrounding land uses;*
- *Preventing encroachment by development that negatively impacts airport operations; and*
- *Supporting adequate ground transportation to move people and goods to and from airports.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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44. Airport Overlay Zone

Pierce County supports the development of an "airport overlay" zoning designation and map that:

- *Is compatible with Federal Aviation Administration standards;*
- *Includes all public and military airports and private landing strips serving more than three airplanes and seaplane bases;*
- *Is coordinated with all affected parties; and*
- *Is incorporated into Pierce County zoning regulations for areas designated as "compatible use districts" in the McChord Air Force Base Air Installation Compatible Use Zone documents.*

45. Methods to Ensure Compatibility

Pierce County supports the use of the following methods, in addition to "airport overlay zones" to provide for compatibility between air facilities and surrounding land uses:

- *Public education regarding airport locations, usage, plans, and potential impacts;*
- *Expanded State Environmental Protection Act review process to address impacts of aircraft noise within the facility's flight paths and on the ground and water surface;*
- *Coordinated review process for proposed land developments located within an airport overlay zone;*
- *Specific criteria and guidelines regarding the location and safe operation of all new or expanded air facilities within the county; and*
- *Clear identification, available to the public, of all airports, private landing strips, seaplane bases, and airport zones on county maps and records, including (but not limited to) zoning maps, and assessor's maps and records.*

46. Transfer Centers

Pierce County encourages that transit transfer centers:

- *Be located in higher density activity centers throughout the County;*
- *Be designed to minimize adverse impacts on surrounding development;*
- *Include safe and convenient access and facilities for pedestrians and cyclists; and*
- *Be designed and operated so as to minimize conflicts with traffic operations.*

47. Park-and-Ride Lots

Pierce County supports the development of the regional park and ride lot system and encourages that such lots:

- *Are located on sites with convenient access to the arterial and freeway system;*
- *Include adequate screening to provide a buffer from incompatible land uses and*
- *Provide mitigation of negative impacts such as increased vehicular traffic and surface water run-off.*

PRIORITIES AND FINANCE

48. Responsibility for Transportation Network

Pierce County is responsible for providing and maintaining a basic network of transportation facilities and services. The County seeks to equitably distribute costs and benefits among all modes of travel (to encourage the growth of a balanced, multi-modal transportation system), and to allocate resources fairly and equitably to all areas of the County.

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
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49. Cost Effective Solutions

Pierce County seeks to keep the costs of providing and maintaining adequate transportation facilities as low as possible by emphasizing the most cost effective solutions to meet transportation needs and by equitably distributing the costs for providing the improvements in proportion to the benefits received.

50. Impact Mitigation

Pierce County recognizes that the mitigation of development impacts is the shared responsibility of the public and private sectors. The county requires that developers of land along identified transportation corridors contribute their fair share towards transportation improvements necessitated by their development(s). Impact mitigation efforts may include:

- *Pierce County taking the lead in forming a group of concerned citizens, policy level officials from affected jurisdictions, developers, and other interested parties to develop an impact mitigation plan;*
- *Requiring that developers assist the county and other jurisdictions in the provision of additional transportation facilities and services needed to serve new developments in proportion to the impacts and needs generated by their projects; and*
- *Allowing developers to use lower rates in estimating traffic impacts if a development's access to transit can be shown to result in lower traffic generation rates.*

51. Sources of Funds

Pierce County works to secure adequate long-term funding sources for transportation through a variety of methods, including:

- *Changes in state law to allow additional funding sources such as road utilities and local option financing mechanisms;*
- *Lobbying the state legislature for a more equitable distribution of state funds generated by a jurisdiction and received by that jurisdiction;*
- *Eliminating the diversion of the Pierce County Road Levy to non-transportation uses, and restricting its use to right-of-way acquisition and the design, construction and maintenance of transportation facilities;*
- *Encouraging public/private partnerships for financing transportation projects which remedy existing problems, or which foster economic growth in Pierce County;*
- *Sharing costs with other jurisdictions for needed improvements that solve shared transportation problems;*
- *Sharing costs with private developers who want to accelerate construction of particular transportation improvements or for additional transportation facilities and services needed to serve new developments, in proportion to the impacts and needs generated by individual projects; and*
- *Encouraging the use of Road Improvement Districts by local residents to upgrade private roads to meet County public road standards.*

52. Funding Strategies

Pierce County's overall funding strategy is to provide greater flexibility and equity in transportation revenues and expenditures, and to look beyond immediate needs to longer term strategies to secure adequate financing. Pierce County strives for maximum leverage of County funds by pursuing non-county funding sources for transportation projects and using County funds for local matching funds.

53. Project Programming

Pierce County incorporates its priority process into specific planning and implementation documents such as the Capital Improvement Program, the Annual Road Program, the Six Year Road Program, the Regional Transportation Plan prepared by the Puget Sound Council of Governments, the State Transportation Plan prepared by the Washington State Department of Transportation, plans of local jurisdictions in Pierce County, and the sub-area plans for Pierce County.

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
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54. Priority Process

Pierce County uses a standardized, well documented priority process to establish clear priorities for transportation expenditures in the County. The process is clearly stated so that all participants and the general public can easily understand the process and the recommendations that result from its use. Pierce County encourages public input in the priority process and provides opportunities for review and comment by the community regarding the County's priorities. Pierce County coordinates with and includes other jurisdictions in determining its priorities for transportation improvements.

55. Maximizing Use of Resources

Pierce County's priority process is sufficiently flexible to allow staff to maximize the use of county resources and those from other sources. In order to enhance the County's likelihood of receiving outside funds for transportation purposes, the priority process incorporates the criteria used by agencies or departments that may provide significant funds to Pierce County, such as the Transportation Improvement Board.

56. Updating Priorities

Pierce County conducts a comprehensive evaluation and assessment of its transportation priorities every six years. Updates are prepared annually and incorporated into the Capital Improvement Program, the Annual Road Program, the Six Year Road Program and the County Budget.

57. Improvement Priorities

Pierce County prioritizes transportation improvements based on the following criteria:

- *FIRST: To maintain or upgrade existing transportation facilities to serve existing residents and business at acceptable levels of service;*
- *SECOND: To upgrade or build new transportation facilities to encourage and support growth and economic development in the more urban areas of the County; and*
- *THIRD: To upgrade or build new transportation facilities in the more rural areas of the County to serve large lot, low density residential development at appropriate service levels.*

58. Expenditure Priorities

Pierce County prioritizes transportation expenditures to provide for:

- *Adequate maintenance of the existing transportation system to prevent deterioration of capital facilities and to avoid the need for major reconstruction of roads and bridges;*
- *Remedial actions to correct known safety hazards, repair physical deficiencies in the road system, and improve traffic operations through low cost improvements;*
- *Replacement of bridges, roadways and other capital facilities which are near or past the end of their useful lives, or that may become structurally unsound in the near future;*
- *Widening of existing roadways to alleviate existing capacity problems; and*
- *Construction of new roadways to accommodate expected growth in travel demand.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
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59. Ranking Projects

Pierce County uses a consistent process to determine capital project priorities that includes the following steps:

1. *Comprehensive identification and ranking of transportation problems throughout the County using the following criteria, in order of priority:*

   - *Safety/Accidents*
   - *Congestion and Level of Service*
   - *Incomplete roadway system (links in the system are missing or inadequate)*
   - *Through traffic negatively impacting neighborhoods*
   - *Incomplete transit system*
   - *Environmental concerns*
   - *Incomplete pedestrian system*
   - *Incomplete bicycle system*
   - *Incomplete ferry system*

2. *Identification and evaluation of the transportation improvements needed to address identified problems.*
3. *Development of specific transportation improvement recommendations which rank individual projects using the following set of criteria in order of priority:*

   - *Safety*
   - *Transportation system completeness*
   - *Economic feasibility*
   - *Capacity/congestion*
   - *Integration with other agencies' or other County plans*
   - *Cost effectiveness*
   - *Encouragement of alternatives to Single Occupancy Vehicles*
   - *Number of people affected by the proposed improvement*
   - *Technical feasibility of the proposed improvements*
   - *Ability to acquire additional outside funds through leveraging of County resources*
   - *Environmental considerations. Level of problem to be addressed by proposed improvement*
   - *Community support/opposition to proposed improvement*
   - *Inclusion of proposed improvement in a multi-jurisdictional project*
   - *Impact of proposed improvement on economic development*

4. *Implementation of recommendations based on a schedule and financing strategy.*

Coordination		Standards and Capacity			Land Use/Development			Finance/Prioritization	
Planning	Fac./Serv. Provision	Standards	Classi-fication	TSM/ HOV	Design Guides	Relation. w/ ROW	Compat. w/ Trans.	Financing Strategies	Priorities
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BACKGROUND

PIERCE COUNTY
TRANSPORTATION
PLAN

CHAPTER II

INTRODUCTION

The Pierce County Transportation Plan Policy Document provides the framework for making both current and future decisions, regarding transportation in Pierce County. It provides guidelines for decisions regarding the planning, design, construction, operation management and maintenance of the transportation system in Pierce County. The policies will be used by county elected officials and staff, the public, businesses and developers, other agencies and jurisdictions, and transportation providers. This document represents the collective expression of a diverse group of interests regarding transportation policies for Pierce County.

INITIATION OF THE PLANNING PROCESS

Transportation problems have become a top concern in Pierce County and in the Puget Sound region. Pierce County's population increased by 18 percent between 1970 and 1980 (from 412,000 to 486,000); and is projected to increase by an additional 16 percent between 1980 and 1990. By the Year 2000 the county's population is expected to exceed 670,000, an increase of almost 20 percent between 1990 and 2000. Automobile registration is increasing at a much faster rate than population. From 1970 to 1980, automobile registrations in Pierce county increased almost 40 percent; between 1980 and the year 2000 they are expected to increase by an additional third . In addition, vehicle use is growing even faster, with people making more trips now than they did previously. Total VMT (Vehicle Miles Traveled) in Pierce County grew by 77 percent between 1980 and 1988.

The result of these changes is an increase in traffic congestion throughout the county, and growing concern by county residents, businesses and organizations about transportation issues. Concern has been expressed about a variety of transportation related problems such as:

- Traffic congestion on freeways and arterials, and increasing traffic in neighborhoods. In a public opinion survey conducted for the Puget Sound Council of Governments in 1986, 67 percent of the county's residents felt that traffic congestion is a serious problem, and 15 percent felt that it is a very serious problem.
- Safety for travelers on the county's roadways, especially for pedestrians and bicyclists;
- Negative impacts on the environment such as air pollution, noise, water quality, and consumption of fossil fuels;
- Maintenance of the county's roads and bridges;

- Need for new roads and other transportation improvements to serve traffic demand in developed and developing areas; and

- Adequate financing for needed transportation improvements in an increasingly competitive environment for local, state and federal funds.

TRANSPORTATION PLANNING PROCESS

To respond to these types of issues, and provide guidance for transportation improvements and expenditures in the future, the county embarked on the development of a transportation plan for Pierce County. This plan will be developed in two major phases, as shown in Figure 3, and described below.

Phase I: Planning Framework

- **Transportation Policy Document:** a comprehensive set of policies to guide the planning and provision of transportation facilities and services in Pierce County.

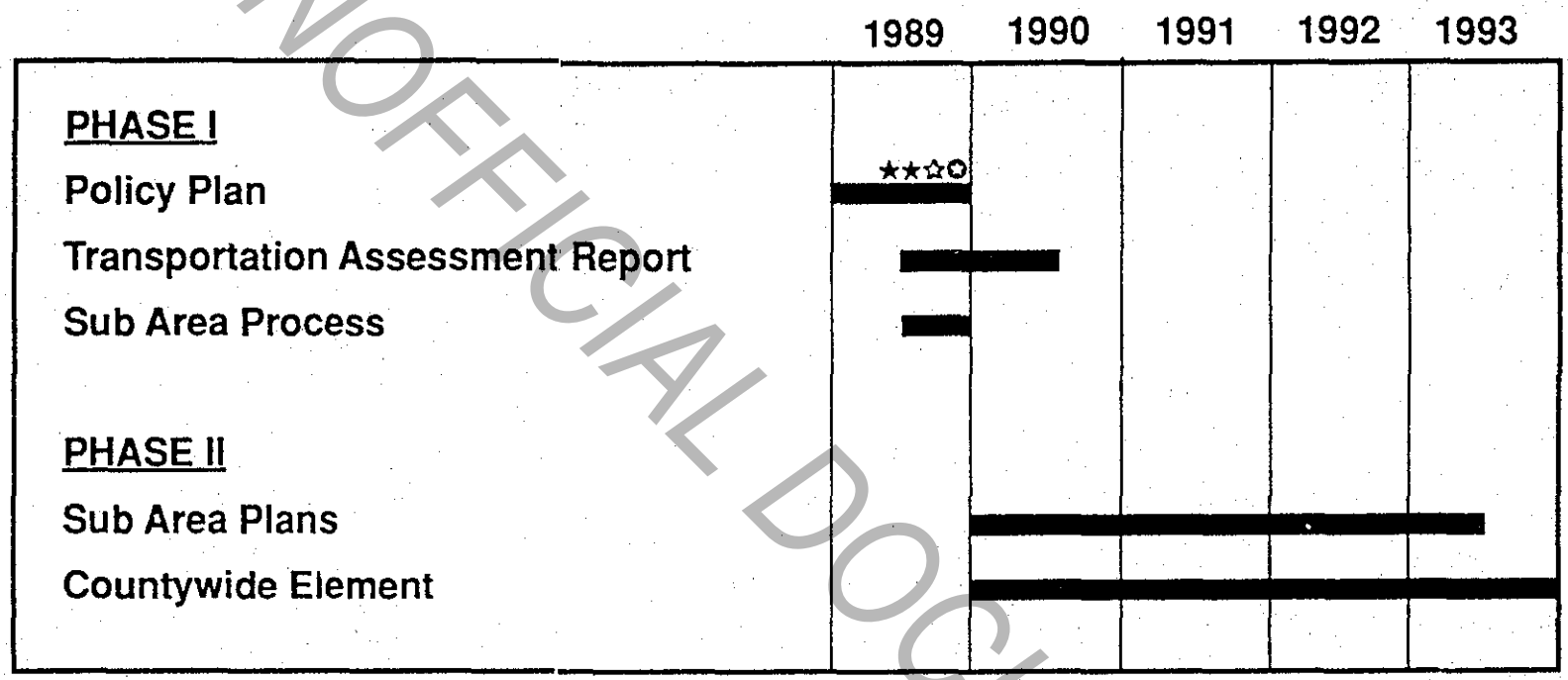
- **Transportation Assessment Report (TAR):** a collection of data to be used in assessing transportation conditions and problems in the county, and as a basis for further planning. The TAR will include an inventory of existing transportation facilities and services, data on land use, population, and employment in the county; traffic volumes on county roads; a travel demand forecasting model; a summary of expenditure trends; a summary of existing plans of the county and other agencies; and the identification of transportation problems in the county.

- **Subarea Planning Process:** specific guidelines for the sub area transportation planning process. This will include the designation of sub area boundaries, a work program and schedule for the completion of all sub area transportation plans, and the identification of required elements and format for subarea transportation plans.

Phase II: Transportation Plan Development

- **Subarea Plans:** the county will be divided into several different sub areas for the development of detailed transportation plans that will identify needed transportation improvements and a schedule for their implementation.

- **Countywide Transportation Element:** a countywide transportation element will also be completed to ensure consistency and coordination among the sub area transportation plans, and to address larger transportation issues and needs that affect more than one sub area.



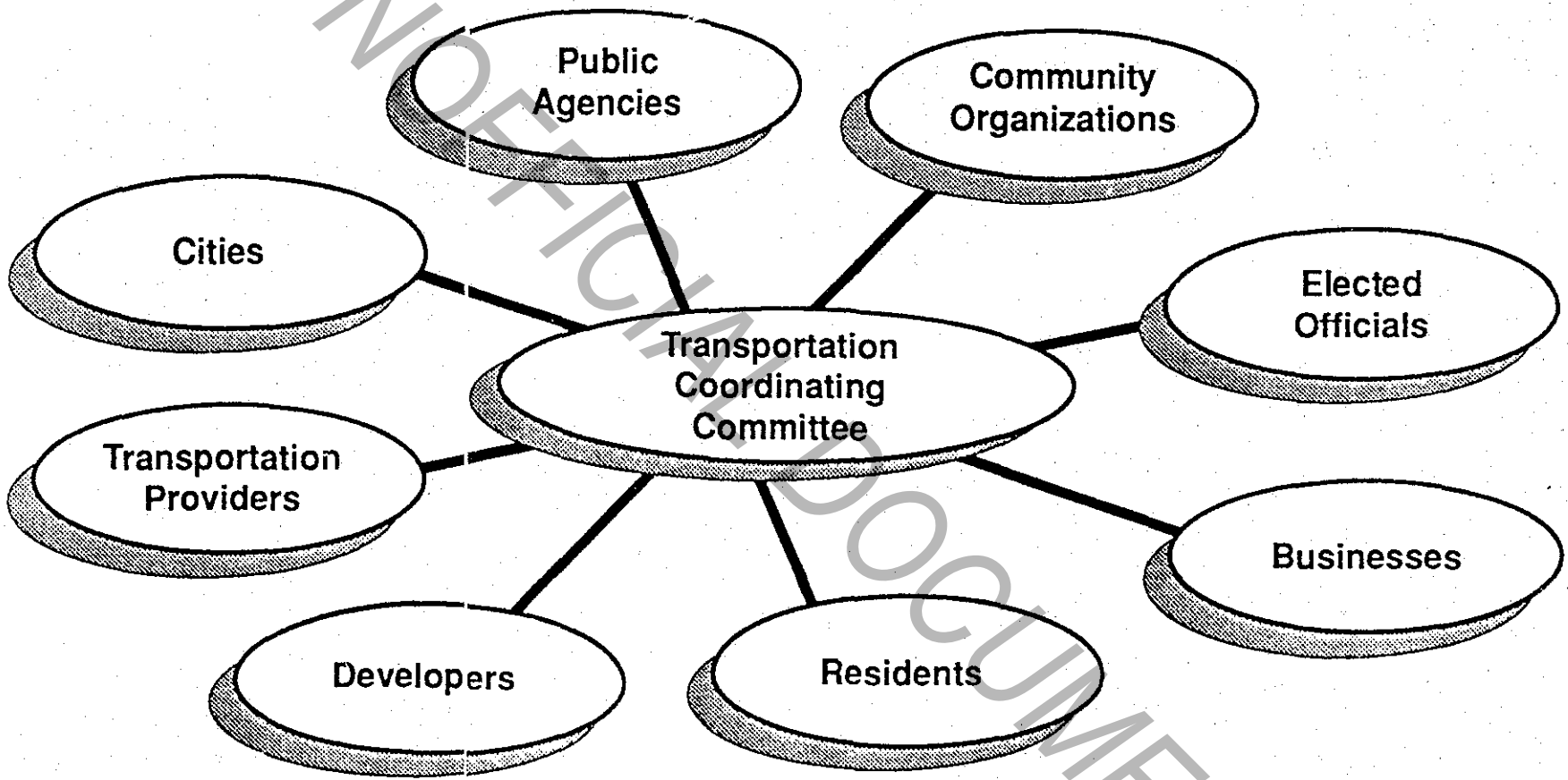
PIERCE COUNTY TRANSPORTATION PLAN	Pierce County Transportation Plan Phases	Figure 3

TRANSPORTATION COORDINATING COMMITTEE

The planning process is designed to encourage extensive public involvement in the development of the county's transportation plan. In August, 1988, the county Council created a Transportation Coordinating Committee (TCC) to guide the policy plan development. Ordinance 88-114 (included in Appendix C) outlines the Committee's purpose, role and structure. Resolution 88-85, also adopted in August, 1988, appoints members of the TCC. A broad range of interests and geographic areas in the county was represented on the TCC, as shown in Figure 4, and listed below. The TCC included:

- **Elected Officials:** of the Pierce County Council, state legislature, and local municipalities;
- **Business Representatives:** from the Tacoma/Pierce County Chamber of Commerce, and chambers in Lakewood, Eatonville, Gig Harbor, and Puyallup;
- **County Residents:** from Tacoma, Gig Harbor, Steilacoom, Spanaway, Fircrest, Graham, Puyallup, Buckley, Sumner, Bonney Lake, Eatonville, Lakewood, University Place, Frederickson, and the Summit/Waller area;
- **Public Agencies:** including the Coast Guard, Air Force, Schools, the Puget Sound Council of Governments, Fire districts, Pierce County Utilities, the Port of Tacoma, and the Washington State Department of Transportation;
- **Developer Representatives:** including the Building and Construction Trades Council, Board of Realtors, and the Associated General Contractors;
- **Transportation Providers:** such as Pierce Transit, the Chehalis Western Railroad, the WSDOT, schools, and the Port of Tacoma;
- **City Officials:** from Tacoma, Fircrest, Steilacoom, Sumner, Bonney Lake, Gig Harbor and Puyallup; and
- **Community Organizations:** such as the Tacoma Wheelmans Association, South Pierce Area Road Coalition (S.P.A.R.C.), and the Audubon Society.

The TCC began meeting in September, 1988. The first step in developing the draft transportation policy document was to identify transportation issues that TCC members felt should be addressed in the county's transportation plan. Over 120 different issues were initially identified, covering a broad spectrum of transportation problems, issues and concerns in Pierce County. These issues were grouped into four major subject areas: (1) Coordination, (2) Standards and Capacity, (3) Land Use and Transportation Planning, and (4) Finance and Priorities. Subcommittees were then formed to evaluate the issues assigned to each group, and develop policy recommendations for approval by the full TCC. Specific topics were assigned to the subcommittees as follows:



PIERCE COUNTY TRANSPORTATION PLAN	Transportation Coordinating Committee	Figure 4

Coordination Subcommittee: state, regional, local and multimodal coordination issues related to:

- Public Transit;
- Airports;
- Ferry Service;
- High Occupancy Vehicle (HOV) Incentives;
- Intergovernmental Relations; and
- Interagency and Interjurisdictional Priority Process.

Standards and Capacity Subcommittee: issues related to the development of standards for areas such as:

- Road Classification;
- Design;
- Maintenance;
- Transportation System Management (TSM);
- Goods Movement;
- Integration of Non-Motorized Travel Modes; and
- Road Adequacy.

Land Use and Transportation Planning Subcommittee: issues related to the relationship between transportation and land use:

- Data Base;
- Relationship between development density and transportation facilities;
- Design guidelines for land development;
- Compatibility of land use with major transportation facilities;
- General land use;

- Economic development; and
- Right-of-Way preservation.

Finance and Priorities Subcommittee: issues related to acquisition and allocation of funds for improvements to the transportation system:

- Priority Process;
- Financing;
- Capital Improvement Program (CIP), Transportation Improvement Program (TIP) and budgeting process; and
- Priorities for Subarea Plans.

In addition to these four subcommittees, a Procedures Subcommittee was created to establish operating procedures for: (1) the work of the committees, (2) the review and approval of policy recommendations, (3) the schedule for committee work, and (4) public involvement activities. This committee included the Chair and Vice Chair of the TCC, and the chairs and vice chairs of each of the subcommittees.

The TCC met monthly and the subcommittees met twice a month. Additional meetings were held, as needed, to meet the schedule established for the TCC in the Ordinance. All policies were developed and approved by the subcommittees before being sent to the TCC. Policies were presented at a regular TCC meeting for review and discussion, during their "First Committee Reading". Action was then taken at the following TCC meeting, to allow time between TCC meetings for review and discussion of the policies by all TCC members and the groups they represent.

During the policy development process there was considerable overlap between the work of the different subcommittees. Some of the policies developed by one subcommittee were closely related to policies developed by another committee; or in some cases a set of policies was discussed and approved by two subcommittees before being sent on to the TCC. Following the TCC approval of the individual policy statements developed by the subcommittees, they were merged into the consolidated set of policies presented in this report. Specific changes made to the original policy statements included:

- Grouping of policies by subject area, rather than by committee to ensure that all of the policies dealing with a particular subject are located together;
- Combination of some policies to eliminate duplication and to consolidate text; and
- Language changes to use a consistent format in the wording for the entire set of policies.

All TCC meetings were open to the public, and public comment was encouraged. The TCC conducted meetings to allow for public review and discussion of the proposed policies. Meetings were held in Tacoma, Gig Harbor, Eatonville, Sumner, Lakewood and Spanaway. In addition, presentations about the proposed policies were made to community organizations by TCC members and county staff. A brochure describing the project was developed and widely distributed.

TRANSPORTATION GOALS

Early in the policy development process the TCC developed a set of interim goals to guide the group in their planning process. The goal of the Committee in Phase I was to develop a set of policies that will provide a bridge -- from present conditions to a desired future transportation system. Committee members felt that the policies should address current transportation problems within Pierce County in order to sustain the county's economic health and improve its overall economic environment.

The longer term objective is to achieve greater efficiency in the movement of people and goods, by reducing the dependency of travellers on single occupant vehicles, and effectively coordinating all modes of transportation provided by all levels of government and the private sector. Specific transportation goals of the TCC are presented in Table 1. The goals are divided into five major areas: General, Coordination, Standards and Capacity, Land Use and Transportation Planning, and Finance and Prioritization. These goals are discussed in more detail in chapters IV through VII of this report.

General:

- Provide adequate mobility for all people, goods and services
- Provide a transportation system that supports economic growth and vitality in Pierce County
- Minimize negative impacts on the physical and social environment
- Provide transportation alternatives for moving people and goods
- Establish an effective transportation planning process in Pierce County

Coordination:

- Promote effective coordination between and among governments, private enterprise and the community
- Facilitate effective use of the transportation system through coordination of transportation facilities and services for all types of motorized and non-motorized transportation

Standards and Capacity:

- Provide a safe, comfortable and reliable transportation system
- Reduce consumption of energy through an efficient and convenient transportation system
- Enhance options for future improvements to the transportation system by taking advantage of advances in technology and transportation research
- Keep travel time for people and goods as low as possible
- Emphasize the movement of people and goods rather than vehicles in order to obtain the most efficient use of transportation facilities
- Establish a minimum level of adequacy for transportation facilities throughout the county through the use of consistent and uniform standards
- Protect the capital investment in the transportation system through adequate maintenance of facilities

Land Use and Transportation Planning:

- Support and enhance the type of development that is desired in Pierce County
- Encourage compatibility between transportation facilities and surrounding development
- Secure adequate land for needed transportation system improvements

Finance and Prioritization:

- Distribute transportation costs and benefits equitably
  Keep the costs of transportation as low as possible for those who use transportation facilities and services
- Provide for consistency and fairness in establishing priorities for transportation expenditures
- Obtain the maximum return from the expenditure of county funds
- Promote the wise use of limited resources such as land, fuel and money

PIERCE COUNTY TRANSPORTATION PLAN	Transportation Goals for Pierce County	Table 1

CHAPTER III

FACTS AND TRENDS AFFECTING PIERCE COUNTY'S TRANSPORTATION SYSTEM

Pierce County is located on the southeast end of Puget Sound, with King County and Seattle to the north, Thurston County and Olympia to the south, Kitsap County and Bremerton across the sound to the northwest, and Yakima County and the Cascade mountains to the east. Figure 5 includes a map of the region showing the cities and major elements of the regional transportation system.

Pierce County's transportation system is composed of many different elements, used to move people and goods to, from, and within the county. Major system elements include physical facilities such as roads, airports, rail lines, the port, park and ride lots, and trails; and transportation services such as public transit provided by Pierce Transit, ferry service provided by the county and the state, and bus and taxi service provided by private operators, and goods movement by rail, truck and ship.

FORCES THAT SHAPE THE COUNTY'S TRANSPORTATION SYSTEM

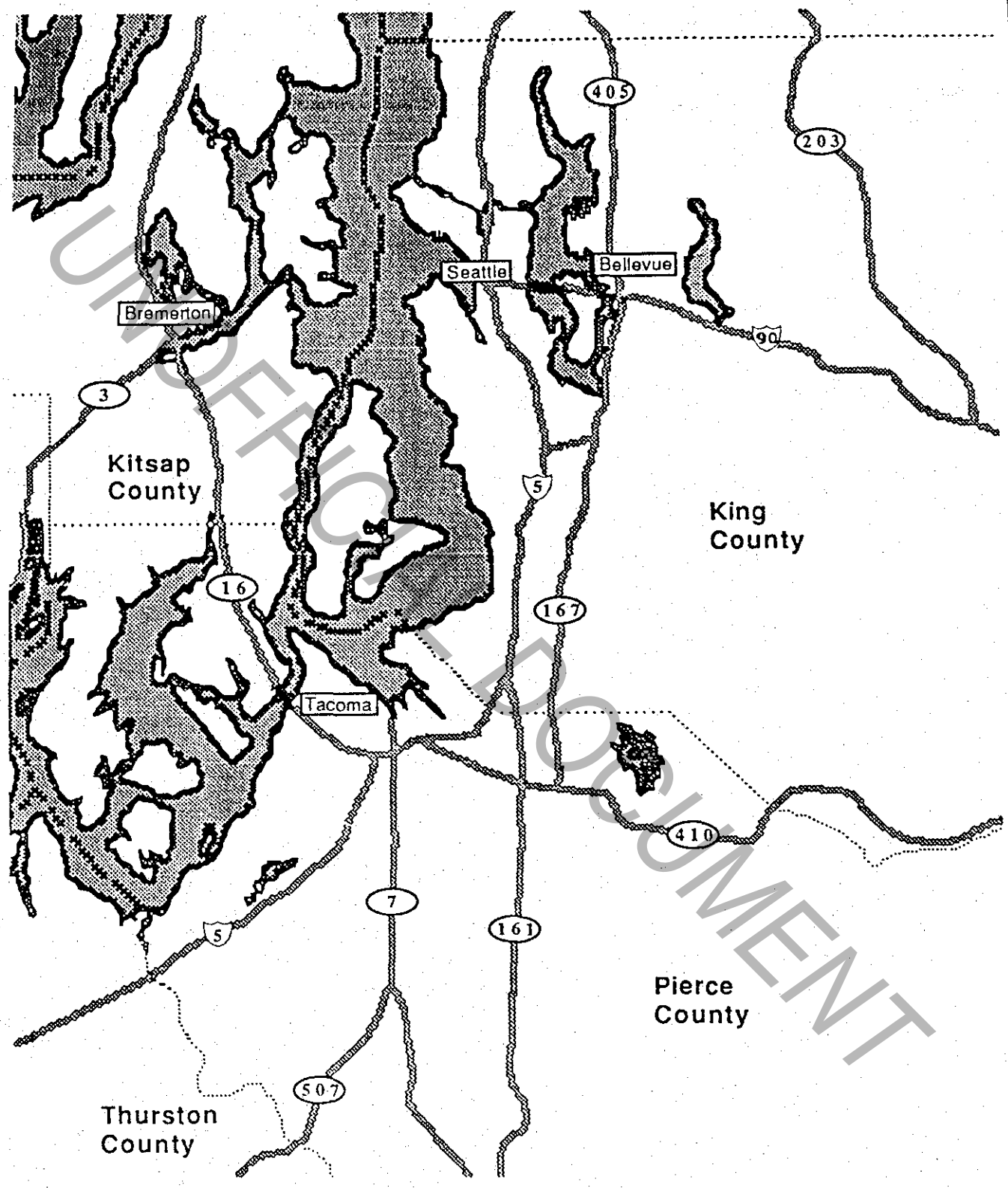
The county's transportation system has been shaped by many different forces. Some of the major forces are described below.

- **Physical Terrain or Geography of the Region:** The presence of natural barriers to transportation such as mountains, bodies of water, ravines, etc., and opportunities for transportation such as the port and major waterways have shaped development patterns and the transportation system in Pierce County.

- **Development Patterns:** Traditionally, development in Pierce County has been closely centered on the Port of Tacoma and the I-5 corridor and along major arterials such as Meridian and Pacific Avenues. The remainder of the county is primarily rural and forest. Early development was closely centered around the port, rail lines, and other major transportation facilities such as the interurban rail lines. Increasingly, development is reaching into the valley farmlands throughout the county.

- **Economic Factors:** The location of major employment and commercial centers such as the port, military bases, downtowns, industrial and retail areas helps to determine travel patterns.

- **Demographic Characteristics of the Population:** Changes in population size, and characteristics such as family size, age, and income affect travel behavior.



PIERCE COUNTY TRANSPORTATION PLAN	Pierce County in the Puget Sound Region	Figure 5

- **Financial Resources Available for Transportation Improvements:** Federal funds available for the interstate system, for example, had a major impact on the county and regional highway system. Lack of government support and decline in demand led to the demise of interurban rail service and private transit operations.

- **Changes in Travel Behavior:** The wider availability of the private automobile resulted in the decline of transit use and the abandonment of many of the interurban rail lines developed in the late 1800s and early 1900s, and construction of many new roadway facilities to serve private vehicles.

- **Governmental Policies:** The types of projects that are "in favor" at the federal, state and local levels influence the types of projects that get built, e.g. the interstate funding in the 1950s and the 1960s resulted in massive road building programs throughout the country.

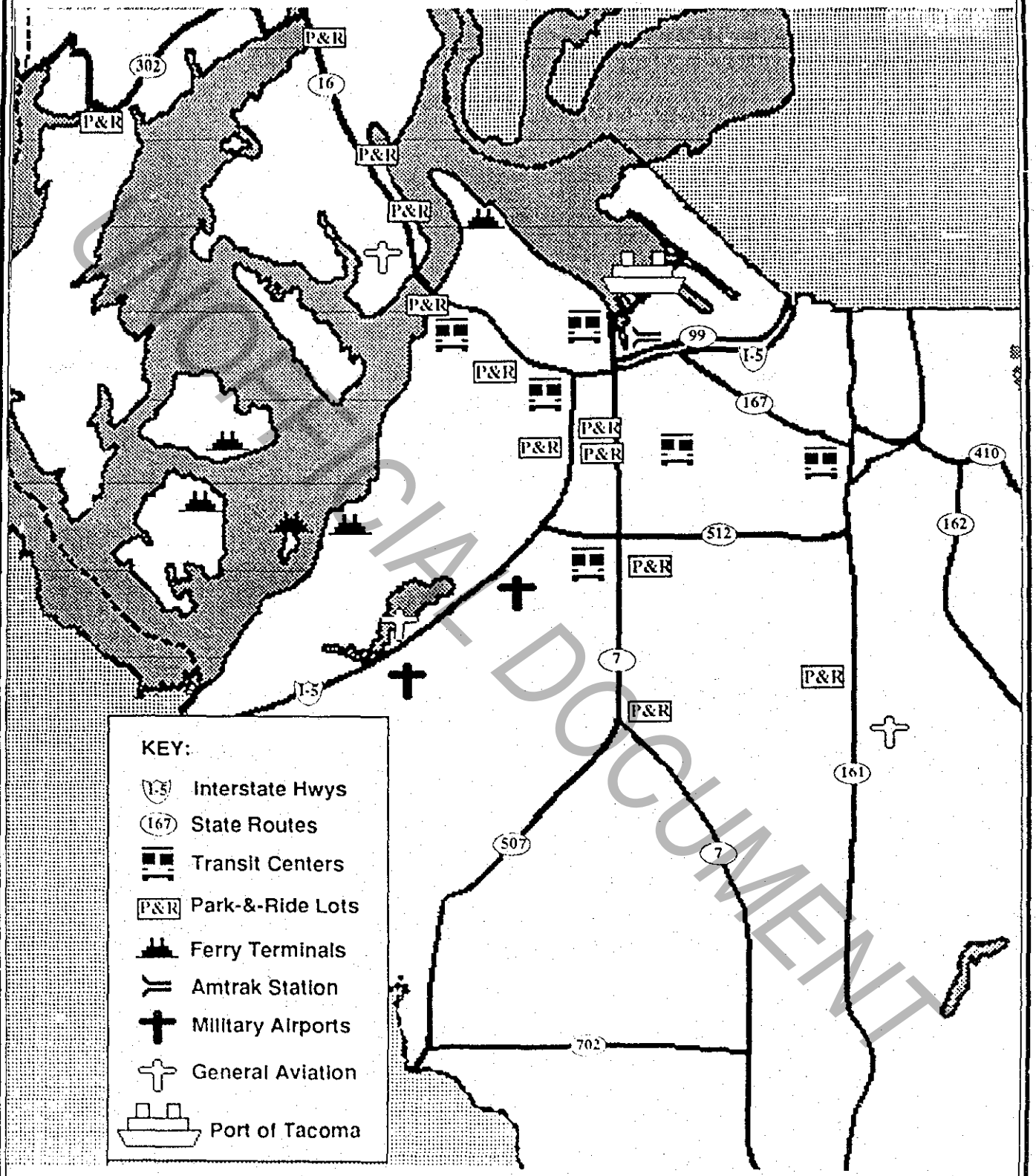
- **Public Opinion:** The early support of the interstate construction program eventually died out and public opposition to road construction increased to the point where major projects were postponed for lengthy periods (e.g. I-705 in Tacoma and I-90 in Seattle), or eliminated.

- **Military Bases in Pierce County:** The presence of two military installations in Pierce County (Fort Lewis and McChord Air Force Base) has affected the development of regional facilities as well as county roads and services.

CURRENT COUNTY TRANSPORTATION SYSTEM ELEMENTS

Pierce County's transportation system is truly multi-modal, with facilities to serve pedestrians, equestrians, cyclists, cars, trucks, buses, trains, and ferries, a major deep water port, and several airports. Jurisdictions responsible for road improvements in the county include Pierce County, numerous cities and the State. The Port is operated by an independent port district in Tacoma. Airports are owned and operated by Pierce County, the City of Tacoma, the U.S. military, and a number of private interests. Public transportation is operated by private inter-city carriers and by Pierce Transit, an independent transit authority with its own taxing powers. Amtrak operates passenger service on a Washington-to-California route, and private railroads operate freight service. Ferry service is provided by the county (from Steilacoom to Anderson and Ketron Islands) and by the State (from Point Defiance in Tacoma to the southern tip of Vashon Island). A private ferry is provided to Herron Island.

Figure 6 shows a map of the major elements that comprise Pierce County's transportation system. As this map illustrates, each system element depends on others to operate effectively. Goods coming into the port are transferred from ships to trains or trucks for distribution to businesses and consumers in the county and across the United States.



PIERCE COUNTY TRANSPORTATION PLAN	Major Transportation Corridors and Facilities	Figure 6

Pedestrians walk to bus stops and commuters drive to park-and-ride lots to transfer to buses. Air travellers drive to and from airports, and so on.

Roads

Pierce County currently maintains approximately 1,800 miles of roadway, including 214 miles of major arterials, 304 miles of secondary arterials, 302 miles of collector arterials, 992 miles of local roads, and 15 miles of designated primitive roads. The county's road system connects with the interstate and state highway systems, and local municipal road systems, as well as numerous privately constructed and owned roads throughout the county.

Limited access freeways and highways in Pierce County include I-5 and state highways 512, 16, 162, 167, and 410. SR 16 includes the Tacoma Narrows Bridge. Other state highways include SR 99, Pacific Avenue (SR 7), South Tacoma Way, Meridian Avenue (SR 161), and highway 410. Some county arterials, like Steilacoom Boulevard, Canyon Road and Bridgeport Way, carry traffic volumes similar to the state highways.

Public Transit

Pierce Transit provides public bus service in Pierce County. Although service is largely focused in the City of Tacoma, there is substantial service to and from unincorporated Pierce County as well, with several routes in the University Place and Lakewood area, and service extending from Buckley in northeast Pierce County all the way to Key Center on the Long Branch peninsula. Pierce Transit service extends to Federal Way in King County, providing linkages to METRO service in King County, and to Intercity Transit in Thurston County. Pierce Transit serves 17 park and ride lots throughout the county and maintains an active ridesharing program. Door-to-door vans serve the disabled.

Greyhound and Trailways bus companies provide service between Tacoma and points outside Pierce County. Cascade Trailways provides service to the Kitsap peninsula, operating under contract to Pierce Transit and connecting to Kitsap Transit. Ferry service in Pierce County consists of the Washington State ferry route from Point Defiance to Tahlequah on Vashon Island in King County, and the county service from Steilacoom to Anderson and Ketron Islands. A private ferry service is provided for Herron Island residents. Passenger rail service is limited to Amtrak service through Tacoma on the Seattle to Portland route.

Goods Movement

The Port of Tacoma is the 6th largest port in North America and the 20th largest in the world. It serves local, regional, national and international markets. Freight shipments in and out of the Port totalled over 15,000,000 short tons in 1988, a 50 percent increase over 1987. Additionally, 782,000 container units passed through the Port, a 12 percent increase over 1987. This shipping activity has a secondary impact of generating about 500,000 truck trips to

and from port facilities, increasing demand on the transportation system serving the port. Additional goods movement resources include rail lines (Burlington Northern Railroad and Union Pacific Railroad both provide freight rail service in the county), and trucks operating on local, county and state roadways.

Air Transportation

Pierce County does not have a major international/commercial airport at this time, but is served by Seattle-Tacoma International airport in south King County. The Tacoma Narrows Airport and the Pierce County Airport at Thun Field are the only public airports serving Pierce County. These are relatively small airports without regularly scheduled commercial air service. Military air facilities at McChord Air Force Base and Gray Field at Fort Lewis generate significant air traffic. In addition, there are a number of small, privately owned airfields servicing the recreational and business needs of the county.

Non-Motorized Travel

Facilities for non-motorized travel (e.g. walking, bicycling, riding horses) are included in the Pierce County transportation system through the provision of sidewalks, and walkways, hiking and horse trails, and bicycle lanes and trails. These facilities are primarily designed for recreational purposes, and are not connected into a county-wide or regional trails system at this time. The majority of streets and roads in unincorporated Pierce County do not have sidewalks and many do not have shoulders adequate for pedestrians. As residential subdivisions are developed in formerly rural areas, demand is growing for adequate facilities for non-motorized travel.

GROWTH TRENDS

Population

Currently, Pierce County is home to 566,000 people, a 37 percent increase since 1970. Population is projected to increase to 670,000 by 2000, and to 870,000 by the year 2020. Suburban and unincorporated areas of the county are growing at a much faster rate than the central city of Tacoma. In 1970, Tacoma had almost 40% of the total county population. Currently it has approximately 30% of the county population; its share is expected to decline to just over one quarter by 2000 [Source: Puget Sound Council of Governments (PSCOG)]. Although Tacoma's population has increased slightly, and is expected to continue to grow, it is actually becoming less dense in the central city. Average household size has become smaller, and new residences are located on formerly vacant land in outlying city neighborhoods.

Meanwhile many other areas of the county have tripled or quadrupled in size during the same time period. Between 1970 and 2000 the population of the Gig Harbor Peninsula is expected

to nearly triple, the Puyallup (Sumner/Bonney Lake) areas will double, and the Parkland/Spanaway area will quadruple. The outlying areas of the county will experience a six-fold increase. Figures 7, 8, and 9 illustrate some of these population growth trends.

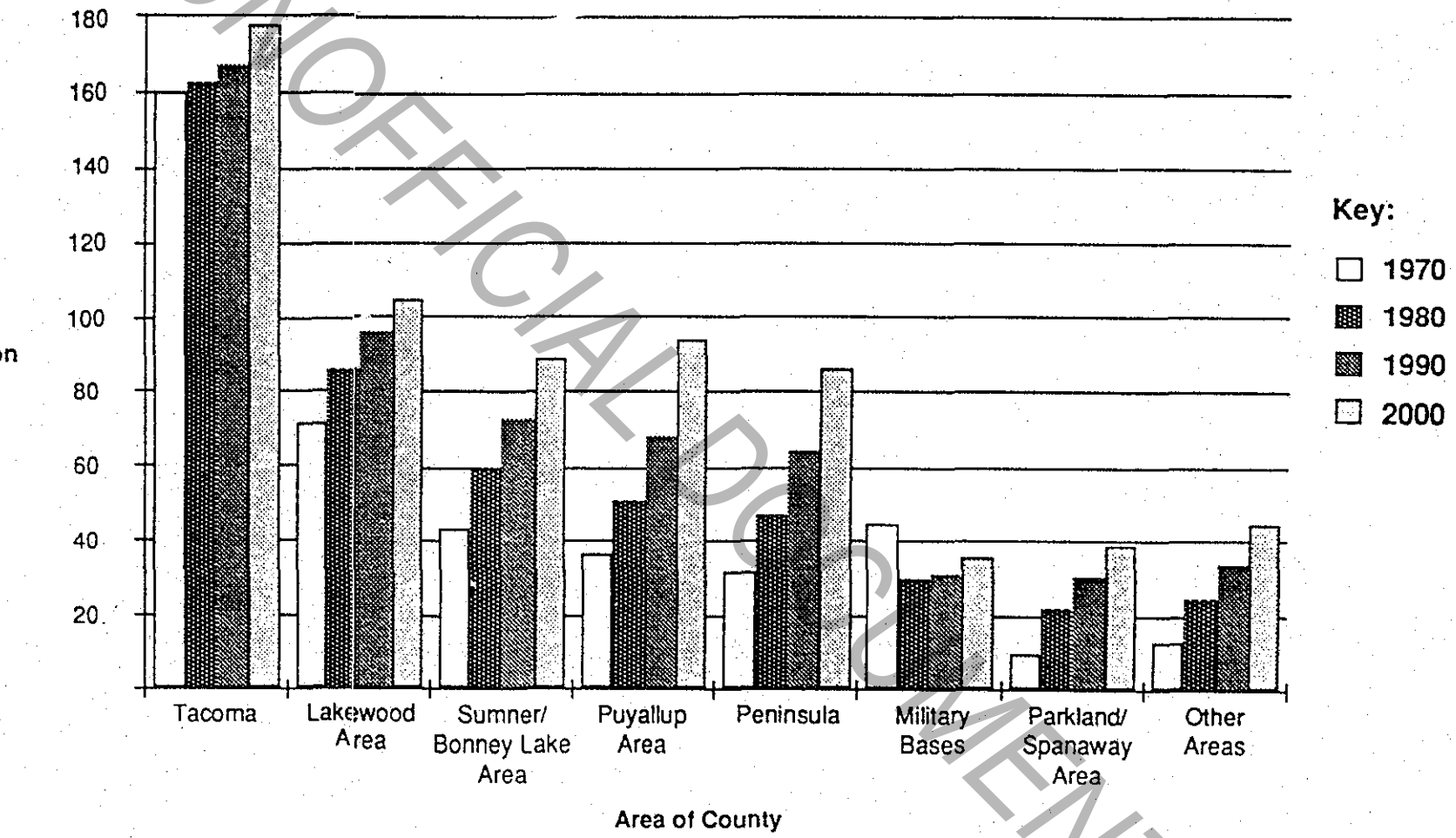
As small town and rural areas give way to suburban development, they require a significantly expanded transportation network to meet their travel needs. Figures 10 and 11 compare traffic volumes for various years between 1978 and 1989 along major highways and arterials in the county. While the county's population has increased approximately 16% in this period, the traffic volume had increased much faster. Traffic volumes on some facilities have more than doubled.

Household Composition

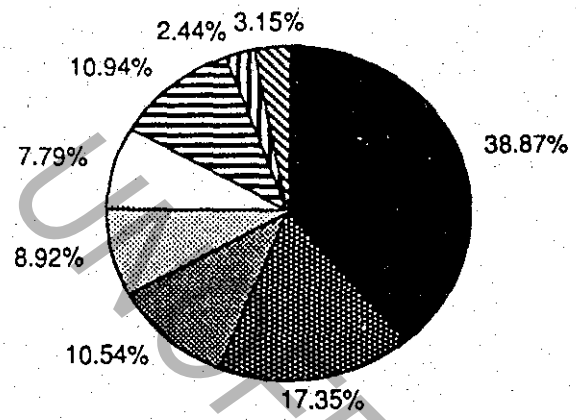
In addition to rapid population growth, transportation demand is affected by the changing makeup of Pierce County households. In 1970, the average household consisted of three people. That dropped to a current number of 2.5 people; and by 2020 it is expected to be 2.25 people. Thus, while population will double between 1970 and 2020, the number of households will quadruple. This has a significant impact on travel patterns, as smaller households generate more trips per person. In larger households some trips are combined, resulting in fewer trips per person. The following trip generation figures are for Pierce County based on 1985-88 data:

HH Size	Daily Trips/HH	Trips/Person
1	4.58	4.58
2	8.15	4.08
3	11.02	3.67
4	15.04	3.76
5+	19.01	3.17 (based on 6 people)

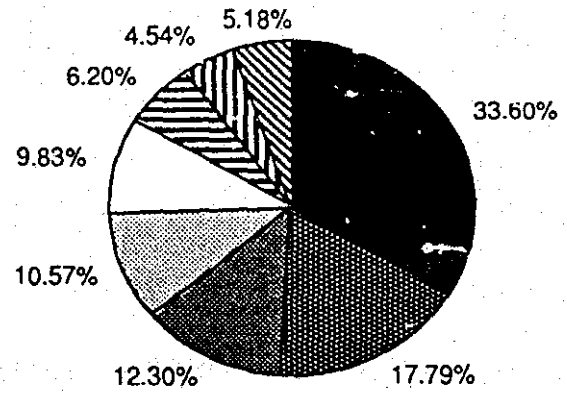
To understand the effect of household size on travel; if household size had remained unchanged since 1970 at 3 people per household, Pierce County's current population of 566,000 people would make 2.08 million daily trips. If, on the other hand, household size were only 2.25 people, as it is expected to be thirty years from now, the same 566,000 people would make an additional 140,000 daily trips. This is a 6.7% increase accounted for entirely by people living in smaller households. The combination of a growing population and smaller households will have an even more dramatic effect on travel patterns.



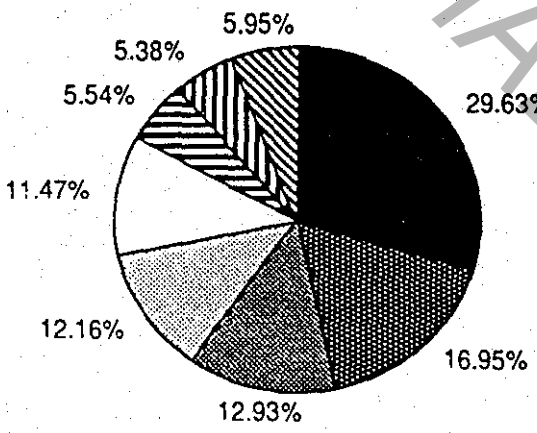
PIERCE COUNTY TRANSPORTATION PLAN	Population Growth by Area: 1970-2000 (chart)	Figure 7



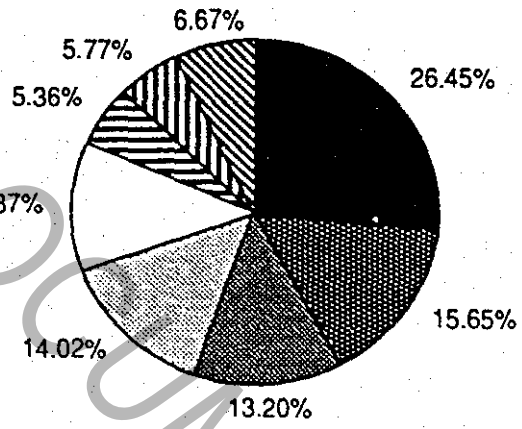
1970



1980



1990 (Projected)

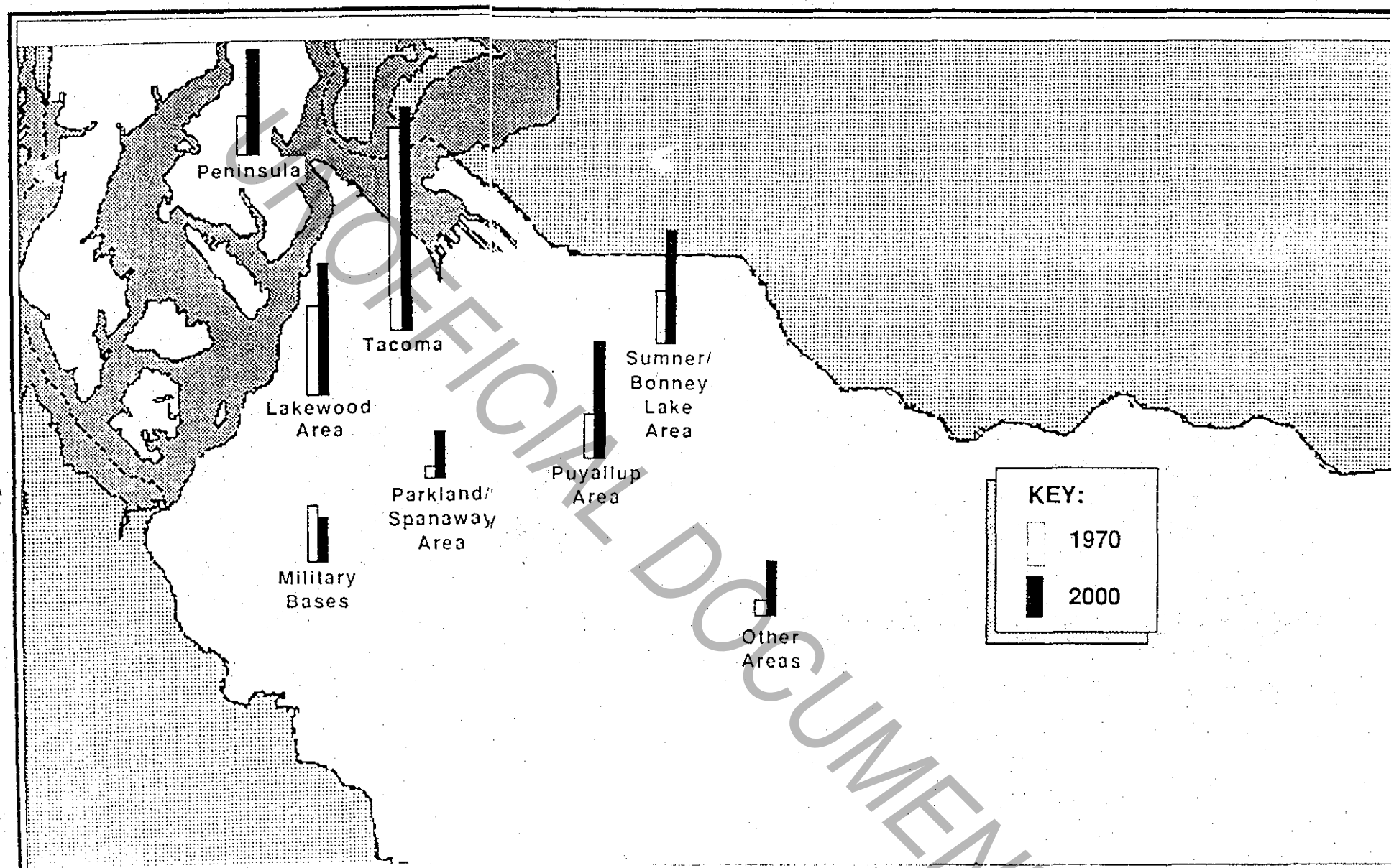


2000 (Projected)

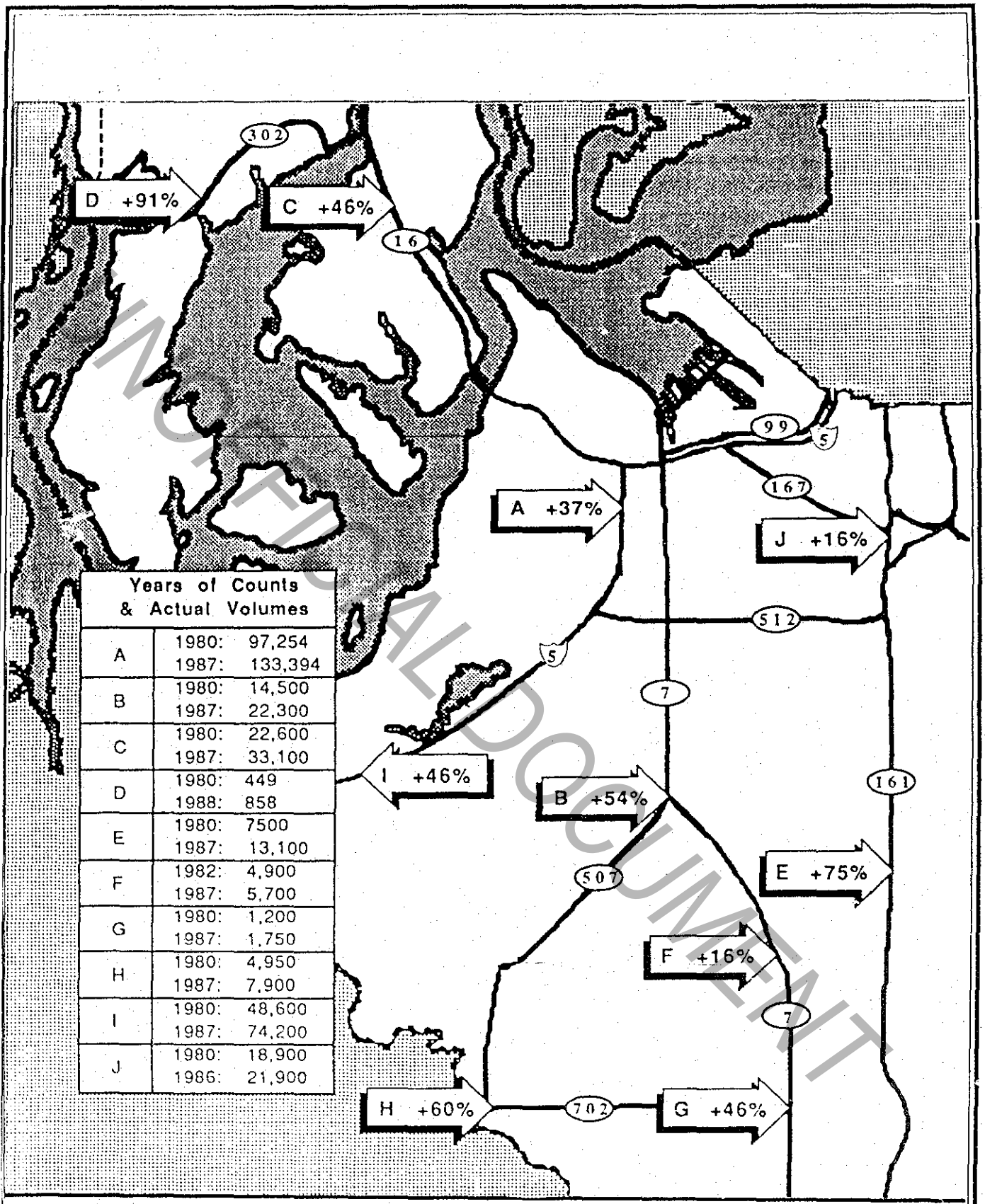
LEGEND:

- Tacoma
- Sumner/Bonney Lake Area
- Peninsula
- Parkland/ Spanaway Area
- Lakewood Area
- Puyallup Area
- Military Bases
- Other Areas

PIERCE COUNTY TRANSPORTATION PLAN	Share of Total Population by Area: 1970-2000	Figure 8

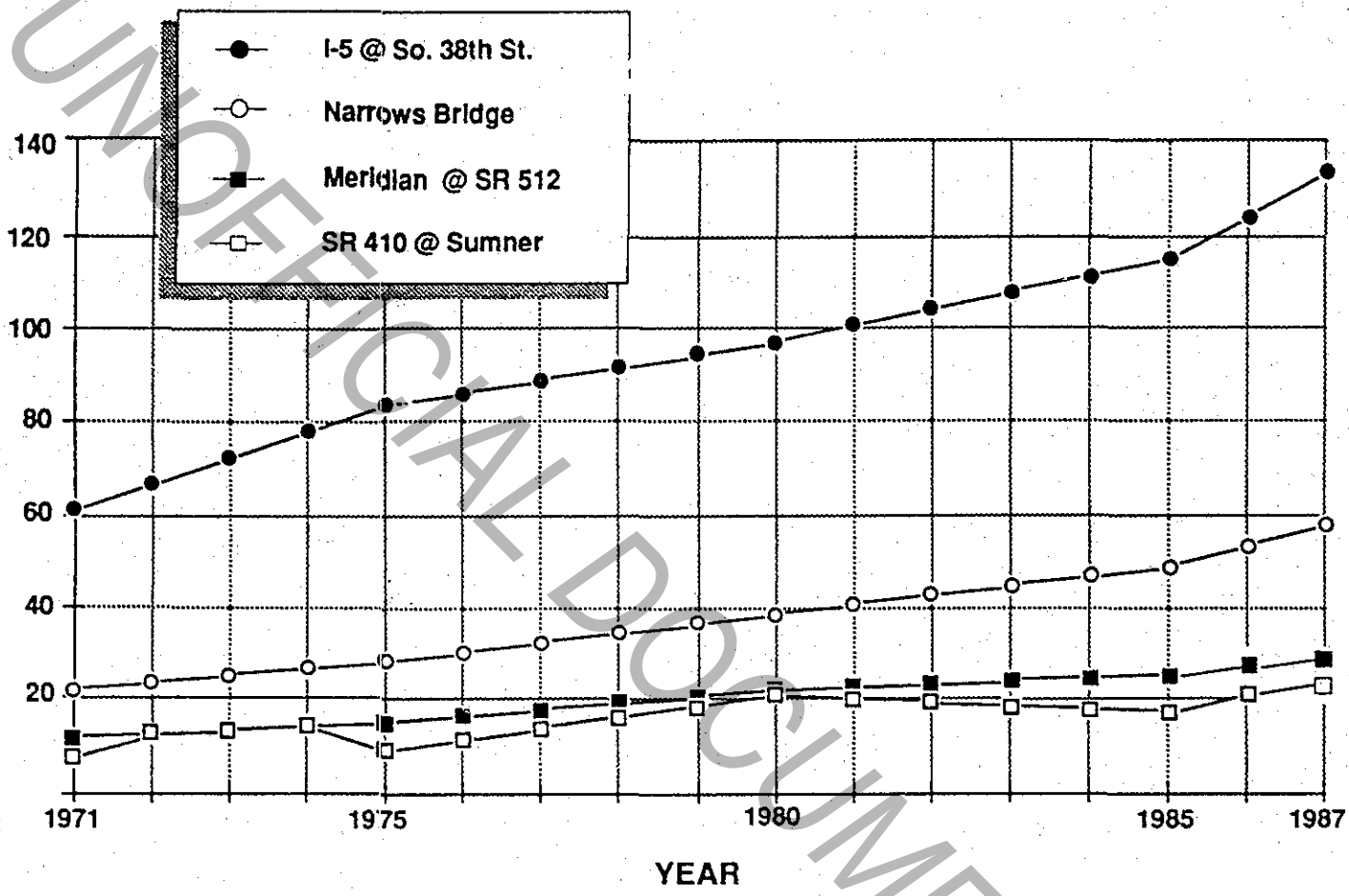


PIERCE COUNTY TRANSPORTATION PLAN	Population Growth by Area: 1970-2000 (map)	Figure 9



Years of Counts & Actual Volumes	
A	1980: 97,254 1987: 133,394
B	1980: 14,500 1987: 22,300
C	1980: 22,600 1987: 33,100
D	1980: 449 1988: 858
E	1980: 7500 1987: 13,100
F	1982: 4,900 1987: 5,700
G	1980: 1,200 1987: 1,750
H	1980: 4,950 1987: 7,900
I	1980: 48,600 1987: 74,200
J	1980: 18,900 1986: 21,900

PIERCE COUNTY TRANSPORTATION PLAN	Changes in Average Daily Traffic: Selected Locations	Figure 10



Note: Years shown are actual data -- other counts are extrapolated.

PIERCE COUNTY TRANSPORTATION PLAN	Growth in Daily Traffic Volumes: Selected Locations	Figure 11

In addition to changes in household size, the most significant demographic shift, in terms of its effect on transportation demand, has been the growth of the work force fueled largely by the growing number of women who work outside the home. While working people may actually make fewer trips on a work-day than non-working people, they cluster their trips in the peak hours: children are dropped at day care, laundry is dropped off and picked up, breakfast eaten out, groceries picked up and so on. This increases peak hour demand on the transportation system. Figure 12 compares changes in population, number of jobs, vehicles owned, and vehicle miles traveled between 1970 and 2000.

Employment

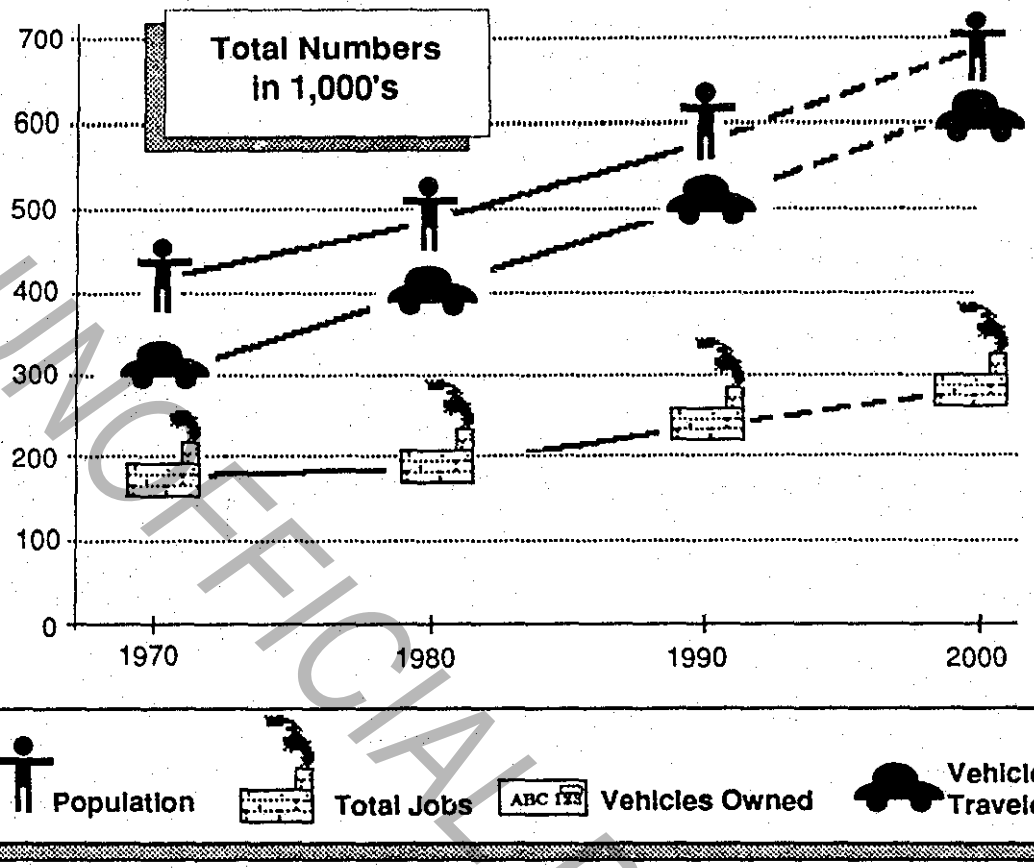
Pierce County is currently a net "exporter" of workers, a trend that is expected to remain fairly stable through the end of the century. Currently, 32,000 Pierce County residents work outside the county, while only 10,000 non-county residents commute into the county. Major out-of-county employers include the Bremerton Shipyards, the Boeing Company, with plants in several locations in King and Snohomish Counties, and other office and manufacturing centers located in the Federal Way/Auburn/Kent corridor and on the east side of Lake Washington. Olympia, in Thurston County to the south, draws workers to jobs in state government. Downtown Seattle remains the major regional office center, but only a few hundred Pierce County residents commute to the Seattle CBD [Source: PSCOG].

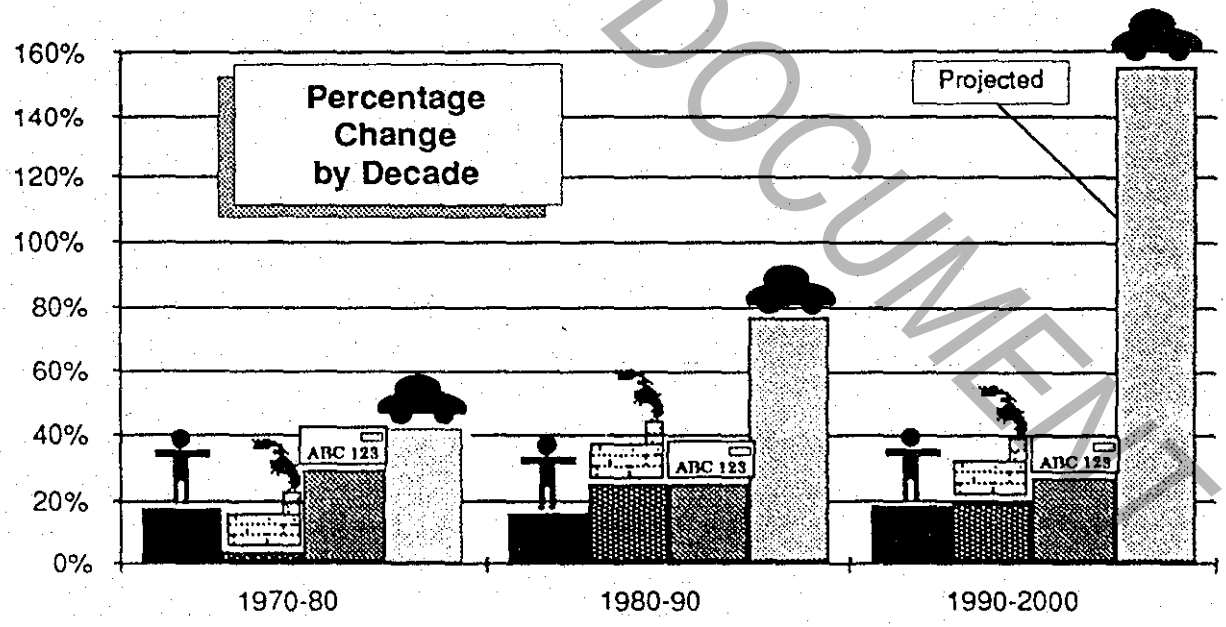
Regional Trends

The Puget Sound Council of Governments has identified a number of regional trends, several of which will significantly impact travel patterns in Pierce County. Two of the most significant are the relationship between the location of employment and residence, and the growth rate in travel.

There is a changing relationship between jobs and housing locations: Increasingly, employment in the region is moving from the manufacturing sector to the service sector. Service sector jobs are more likely to locate in suburbs away from major employment centers. This trend should bring jobs closer to population centers and reduce commutes, however other trends work against that. The most significant of these is the rise of two-earner households. Where a single wage-earner can often choose to locate close to his or her job, a two-earner family may not have that option. An example is the family that lives in Tacoma with one member commuting to the Bremerton shipyards and a second member commuting to the Boeing plant in Auburn. While Tacoma is central, each person has a 20-mile commute.

A second trend working against bringing jobs and housing closer together is the rising costs of land and housing, which pushes development further and further into formerly rural areas. Thus, although a growing number of jobs are located in the suburbs, the average length of the commute to work is actually increasing. Contributing somewhat to this trend





PIERCE COUNTY TRANSPORTATION PLAN	Changes in Population, Jobs, Vehicles Owned, and Vehicle Miles Travelled: 1970-2000	Figure 12

is increasing job mobility unaccompanied by residence mobility. As people change jobs either through choice or necessity, higher housing costs close to central cities tend to reduce homeowners' mobility as they are unable to replace their current home at a comparable price.

Travel is growing at a faster rate than population or employment: In 1980, Pierce County's 486,000 people registered a total of 381,000 vehicles, or one car for every 1.28 people. In 1987, Pierce County's approximately 550,000 people registered 464,000 vehicles--one vehicle for every 1.19 people. Vehicle ownership is increasing at 1.6 times the rate of population increase. For the Puget Sound region as a whole, each 1% increase in vehicles registered currently translates into a 5.5% increase in miles travelled. If this trend were to continue over the next ten years, Pierce County's projected 19% population growth will fuel an increase of 155% in miles traveled.

The changing job commute and the rise of two-earner families does not account for all of this increase. Other factors include changing lifestyles and the relative reduction in the cost of travel. People eat out more often; convenience stores are more prevalent (encouraging short errands); retail shopping alternatives have increased; additional disposable income encourages recreational travel, and so on.

In real terms, gas prices have been holding constant or falling in this decade and newer cars continue to be more fuel efficient. All of these factors contribute to the disproportionate increase in total travel.

TRANSPORTATION PLANNING IN PIERCE COUNTY

Early transportation planning consisted primarily of highway engineering. City and county public works departments focused their efforts on providing adequate local access, while state highway departments designed, built and maintained major regional or cross state highways. Transit systems, operating as private businesses, tailored their services to generate a positive cash flow. The result of this process in Pierce County was a well designed and built road system operating smoothly in most areas. If safety problems developed, they were addressed with traffic control devices such as traffic signals, or stop signs, or with roadway improvements to correct physical problems.

In the last few decades, following the construction of the interstate system, the massive increases in traffic volumes, and changes in development and travel patterns, the local approach to transportation planning has had to change. Increasing congestion, the widening gap between transportation needs and the resources available to address them, and changes in basic travel patterns have forced local planners to deal with a much broader range of transportation issues and options, in an increasingly complex planning environment.

Many different agencies are involved in the planning and provision of transportation facilities and services within Pierce County. The Washington State Department of Transportation

(WSDOT) is responsible for planning, operation and maintenance of the state highway and state ferry system in Pierce County. In addition, the state allocates state and federal funds to counties and cities to pay for local improvements. Specific plans prepared by the state that affect Pierce County include the state-wide transportation plan (currently being updated), and more specific corridor and project plans. The state is also involved in special studies and plans requested by the state legislature.

The Puget Sound Council of Governments is charged with developing and maintaining regional demographic and travel demand forecasts and data, and the development of the Regional Transportation Plan, and Subregional Transportation Plans for each of the four counties in the PSCOG region. In addition, the PSCOG is responsible for coordinating the TIP's (Transportation Improvement Programs) of cities and counties, and for the preparation of special studies and plans. Special transportation studies completed recently by the PSCOG that affect one or more aspects of Pierce County's transportation system include: the West Corridor (Cross-sound) transportation study, the SR 509 analysis, the Tacoma Dome Access Study, the Tacoma-Seattle Transit Connection Study, the Multi-Modal Regional High Capacity Transit analysis and the SR 410 corridor study.

Local jurisdictions located within the county are responsible for the planning, design, construction, operation and maintenance of their own street and transportation systems. Many of the cities in Pierce County have prepared comprehensive plans which include transportation and circulation elements, including: Bonney Lake (1985), Buckley (1981), Dupont (1985), Fife, Fircrest, Gig Harbor (1983), Puyallup (1983 - update now underway), Sumner (1983), and Tacoma (1980). In addition many cities have prepared special transportation plans or studies to support or enhance the local comprehensive plan. Coordination in the planning and construction of transportation improvements is important to ensure compatibility of facilities and cost effective use of resources.

Pierce Transit is responsible for the planning and provision of public transit service in Pierce County. Pierce Transit buses operate on the roads provided and maintained by the state, county and cities. In addition, Pierce Transit is being viewed by many individuals and agencies as a key player in addressing traffic congestion problems and maintaining adequate mobility for county residents and travellers.

It is Pierce County's responsibility to provide and maintain an extensive system of county roadways and provide for the integration of the county system with city streets and the regional highway and transit systems. Although the county does not have a county-wide, comprehensive transportation plan, various county departments have been involved with several aspects of transportation planning. The Public Works Department prepares the county's Six-Year Road Program and Annual Road Program, and is involved in the preparation of the annual Capital Improvement Program, which identify needed transportation improvements. Public Works is also responsible for the county's roadway classification system.

The Department of Planning and Natural Resources is responsible for preparing community plans, which include transportation and circulation elements. Community plans have been developed for Gig Harbor Peninsula (adopted 1975), Parkland-Spanaway (adopted 1980), Lakes District Plan (adopted, 1968), Bridgeport Way Corridor Plan,, and the Summit-Waller Comprehensive Plan (adopted-1989). The county-wide Generalized Comprehensive Plan was adopted in 1962. In addition, the county prepares special purpose plans such as the airport plan, and trails elements of the Park and Recreation Plan. County staff are also involved in the planning and coordination activities conducted through the PSCOG planning process and in review and coordination of planning with all of the different agencies involved in transportation in Pierce County.

GOALS AND POLICIES

PIERCE COUNTY TRANSPORTATION PLAN

CHAPTER IV

COORDINATION

The Coordination Subcommittee addressed two key areas: coordination between different agencies that manage the transportation system, and coordination between different modes of travel. The first area involves coordinating regional transportation planning among the agencies and interests responsible for transportation programs in the region. These include jurisdictions within and adjacent to Pierce County, whose actions and programs affect transportation in the county. They also include regional, state and federal agencies responsible for planning and funding transportation programs.

The second area involves coordinating the provision of facilities and services. While the first area focuses on transportation system planning and funding, this area focuses on project programming and operation, and the connections between different modes.

COORDINATION GOALS

The goals of coordinating transportation planning and programming are:

- **To promote effective coordination between and among governments, private enterprise and the community; and**
- **To facilitate effective use of the transportation system through coordination of transportation facilities and services for all types of motorized and non-motorized transportation.**

COORDINATING REGIONAL TRANSPORTATION PLANNING

Pierce County's transportation system operates as part of a region-wide transportation network serving county residents and businesses as well as those who travel into or through the county from other areas. Within the county, and beyond its borders, a wide range of agencies and private interests make decisions affecting Pierce County's transportation system. At the same time, actions taken in Pierce County affect the entire region. Funding to build, maintain and operate the transportation system comes from a variety of sources including local, state and federal governments as well as private sources. Because funds are limited, there is always competition for their allocation. Coordination regional transportation planning gives Pierce County a greater voice in decisions affecting its own transportation system as well as those of adjacent, overlapping and interconnecting jurisdictions. It also provides coordination in the design, funding and operation of the regional transportation system.

Pierce County's Public Works Department develops an annual work program for transportation system improvements that includes specific projects and budget allocations. This is the final step in a long process that includes coordination with public and private interests, local jurisdictions, adjacent counties, regional planning efforts and state and federal funding agencies.

The policies in this section address ways the regional transportation system is planned and coordinated. The policies seek to ensure that transportation related actions and decisions made by Pierce County and by others work together to create a unified regional transportation system that meets the needs of Pierce County residents and businesses. They address the need for Pierce County to be aware of transportation initiatives elsewhere and the effect they may have on the county and for others to participate in the county's planning efforts. Implementation of these policies is intended to give Pierce County an effective voice in planning, funding and regulatory decisions affecting not only its own transportation system, but those of adjacent and overlapping jurisdictions as well.

Agency Coordination

A prime example of a situation where interagency coordination is key to solving specific problems in ways that meet everyone's needs is the SR 509 corridor. The Port of Tacoma, Pierce County, the City of Tacoma, PSCOG and the State of Washington have been working together to develop alternatives and plans for the corridor which connects Northeast Tacoma and Federal Way with downtown Tacoma and serves businesses in the Port. Currently, SR 509 follows the route of 11th Street from downtown through the Port. Capacity is limited by draw bridges serving the City Waterway and the Blair Waterway. Raising the bridges can result in long rush hour delays. In addition, the Blair waterway is narrow, and the Blair bridge has been damaged a number of times by large ocean-going vessels that fail to successfully navigate the passage. Once the bridge is damaged, SR 509 can remain closed for weeks or months while repairs are undertaken. The Port considered development of additional ship channels as deep water ports, but is limited by the needs of commuters on SR 509. Solving this problem will require a solution that is acceptable both technically and politically and that balances the needs of the Port and those who use SR 509 as a through corridor. Such a solution will only be achieved through interjurisdictional coordination.

The Puget Sound Council of Governments (PSCOG): PSCOG is responsible for regional transportation planning and programming for the central Puget Sound region which includes Pierce County, Kitsap County on the Olympic Peninsula, and King and Snohomish Counties to the north. PSCOG is a voluntary membership organization; its members include counties, towns and cities. It operates through a system of subregional councils, with one council for each county. Pierce County is represented on the Council of Governments by local elected officials. County staff participate in much of the Council's work, but cannot hold voting positions. In order to qualify for certain transportation funds, local projects must be included

in the Council of Governments' Transportation Improvement Program (TIP), which is submitted to federal and state departments of transportation.

Working with the PSCOG is important for Pierce County for two reasons: first, to secure funding to support Pierce County's work program; and second, to have a voice in key regional transportation system planning and decision-making. Although agencies and jurisdictions work together directly on numerous projects, PSCOG is also an important regional forum for the exchange of ideas and information. These policies strongly encourage elected officials in Pierce County to actively participate in PSCOG activities.

Washington State Department of Transportation (WSDOT): WSDOT is responsible for planning and building state highways, for operating the state ferries, and for allocating funding for major transportation projects to municipalities throughout the state. The State Transportation Plan, which is currently being updated, defines the state's major highway system and allocates financing to projects for its improvement and repair. Pierce County projects are included in this plan. Funding for local projects is coordinated through WSDOT's District Three offices which has responsibility for overseeing Pierce County projects. District Three state aid division and county staff work closely together on a project-by-project basis.

Pierce Transit: Pierce Transit is the designated public transit operator for Pierce County and as such qualifies for certain tax dollars restricted to voter-approved transit districts. Although Pierce Transit's boundaries do not include the entire county, the vast majority of the county's population lives within areas currently receiving public bus service. As new areas of the County develop from rural to suburban densities, they are likely to request annexation into the Pierce Transit service area. Pierce Transit is significantly affected by Pierce County in a number of ways. Buses operate on county roads and depend on coordination with the county for pavement standards, pull-outs, bus stops and so on. Pierce Transit's ability to provide efficient service is highly dependent on land use patterns and development densities which are under county control.

Other jurisdictions: Pierce County includes 17 incorporated cities and towns, all of whom are responsible for their own street and road systems. In addition, the county borders on five other counties and has major highway connections in three of them; King, Kitsap and Thurston. Coordination with other jurisdictions is key for a number of reasons. Street systems must interconnect to operate smoothly. Problems can arise where streets with different classifications meet (for example, a major arterial in one jurisdiction feeding traffic onto local collector streets). Design and pavement standards need to be consistent for safety. And projects that cross jurisdictional boundaries often require coordination in funding and construction planning and scheduling. Projects other than road construction cross jurisdictional boundaries as well. Pierce Transit coordinates its service with the three adjacent transit districts; Metro, Intercity Transit and Kitsap Transit.

Coordination with the Private Sector: It has become increasingly important for the public sector to coordinate with the private sector in the provision of transportation facilities and

services. Private developers and businesses are involved in the construction of roads and other transportation facilities; including port facilities, rail facilities, terminals, and "park-and-pool" lots. Private businesses also provide many transportation services; including intercity bus service, goods movement by trucking firms and the Port of Tacoma, ferry service to Herron Island, and taxi service. In addition, the private sector provides substantial funding for transportation facilities and services through payments to mitigate the impacts of development on the transportation system, or Road Improvement Districts (RIDs) formed to finance specific improvements.

Pierce County needs to work in a cooperative partnership with the private sector and the community at large to make the most effective use of resources to serve transportation needs. These policies encourage such cooperation in the planning and provision of transportation improvements, and in their financing.

Coordination Among Different Transportation Modes: People travel in many different ways; walking, driving, or riding on bicycles, horses, ferries, or airplanes. In fact, travellers frequently use more than one travel mode for a single trip; e.g., walking or driving to a bus stop or park-and-ride lot and transferring to a bus. A complete transportation system must provide for all of these travel options to function in a safe and convenient manner.

Two major aspects involved in the coordination of travel among different modes involve: (1) shared use of a road or transportation corridor by different travel modes; and (2) convenient transfers between travel modes. The policies developed by the TCC encourage the county to provide for effective multi-modal coordination. The coordination policies speak directly to planning for airports, ferries, non-motorized modes (e.g. walking, bicycle and equestrian), and public transit. Policies in other sections of this document also address multi-modal coordination, especially policies in the standards chapter, dealing with roadway classification, design and maintenance.

Special attention was given to the subject of High Capacity Transit (HCT) issues. HCT refers to a variety of travel modes and facilities designed to improve the efficiency of the transportation to move people. Specific elements can include light rail, high capacity ferries (e.g. passenger only), public transit, HOV (high occupancy vehicle) lanes, and park-and-ride lots. The focus of HCT is to move people, not vehicles, in an efficient manner.

A number of planning studies and public opinion surveys have been completed dealing with high capacity transit for the Puget Sound region. Options under consideration range from improvement in the network of transit/carpool lanes and park-and-ride lots, to the development of a new regional passenger rail system. Currently, Metro Transit in King County has taken the lead in rail planning, with the assistance of Pierce Transit and Community Transit in Snohomish County. The soon-to-be completed bus tunnel in downtown Seattle was designed to accommodate future rail transit should the region proceed with its development. Regional rail transit may or may not become a reality. In the meantime, high capacity transit coordination policies are concerned with: expanding the definition of high capacity transit to

include high occupancy vehicle programs; facilitating transit use by ensuring access for pedestrians and cyclists; and ensuring that Pierce County plays an active role in regional high capacity transit planning.

Specific policies related to HCT are included in this chapter, outlining general guidelines related to HCT. Other chapters also include policies related to the identification and preservation of right-of-way for HCT, (policies 37 and 41), provision of transit facilities and services (policies 36 and 11) and HOV programs (policies 32, 33 and 34).

As mentioned earlier, 30,000 Pierce County residents commute out of the county to work, while 10,000 non-county residents commute in. Thousands more leave the county for a wide range of other trips. In order for the transportation system to work for the county's residents and visitors, the entire regional transportation system must work as a coordinated whole. While the next section deals with policies relative to coordinating specific projects and modes, efforts must continue to strengthen the long-term relationships with other jurisdictions to facilitate effective regional transportation planning. The following policies were developed to guide that coordination.

The Policies

1. Agency Coordination

Pierce County actively coordinates its planning, construction, and operation of transportation facilities and programs to support and complement the planning functions of adjacent counties, local jurisdictions, the Puget Sound Council of Governments (PSCOG), the Washington State Department of Transportation, Pierce Transit, and other public and private entities responsible for transportation facilities and services that may affect Pierce County. This coordination is facilitated by:

- *Encouraging elected officials to participate in the PSCOG sub-regional council and other PSCOG committees, councils, and activities;*
- *Working with other jurisdictions to plan, seek funding for, and implement multi-jurisdictional transportation projects necessary to address shared transportation needs; and*
- *Formulating transportation decisions that are consistent with current plan documents of incorporated and unincorporated areas of Pierce County, and jurisdictions adjacent to Pierce County.*

2. Airports

Pierce County participates in regional airport planning to ensure that County needs are met and that County concerns are addressed. To do this, the County Executive will have county agencies:

- *Work to implement adopted airport plans;*
- *Build on current planning documents in developing any further county-wide airport plans; and*
- *Keep the County Executive and Council up to date regarding the status of airport planning in the region and its likely impact on Pierce County.*

3. Ferries

Pierce County is committed to integrated and coordinated transportation service for the public throughout the region and supports further regional discussion of high occupancy vessel concepts, such as passenger only ferries, which offer improved water connections between cities around the Puget Sound area. Toward this end, Pierce County:

- *Supports the recommendations contained within the Puget Sound Council of Governments (PSCOG) West Corridor Project (included in Appendix A); and*
- *Encourages the PSCOG to continue the West Corridor Project, including the development of an around-Puget Sound mass transportation policy and an action plan for improved passenger-only ferry service.*

4. High Capacity Transit

Pierce County actively promotes high capacity transit (HCT) through its involvement in the planning, location, timing, financing, design and technological decisions regarding a regional HCT system by:

- *Participating in regional high capacity transit studies;*
- *Broadening the definition of high capacity transit beyond light rail to include transit service expansion, High Occupancy Vehicle (HOV) lanes, Park-and-Ride lots, and many other incremental commuter services which may be transitional programs instituted before rail is implemented;*
- *Identifying corridors for HCT on both county-wide and regional bases;*
- *Creating the kind of environment that will support and enhance HCT use through the provision of adequate access for pedestrians and bicycles, incorporation of policies which promote transit use (i.e., flextime) and land use decisions which will support the system (i.e., densities around transit centers); and*
- *Participating in the planning, location, and design of Park and Ride lots, HOV lanes, and other facilities and services to support the regional transit system.*

5. Non-Motorized Travel Modes

Pierce County coordinates planning efforts for non-motorized modes of travel with other jurisdictions, local communities and specific non-motorized travel interest groups to develop an integrated area-wide plan for bicycles and other non-motorized travel modes that ensures continuity of routes.

COORDINATING PROVISION OF FACILITIES AND SERVICES

Coordinating the provision of facilities and services focuses on issues related to specific projects and operations, and the connections between modes. In this context "mode" is a transportation planning term that refers to a type of travel -- i.e. bicycles, cars, trucks, buses -- each is a "mode". To operate effectively a transportation system must be able to accommodate travel by different, and often competing, modes. At the same time, modes often depend on transfers from other modes: Pedestrians walk to bus stops; cars deliver passengers to airports; goods are transferred from ships to trains and trucks. The most effective transportation system supports each mode in serving the needs it serves best and facilitates transfers where required. These polices address issues relating to rights-of-way and efficient allocation of resources among modes, transfers between modes, and user information programs.

Resource Allocation: Policies that address issues of resource allocation need to differentiate between moving people and goods and moving vehicles. High occupancy modes are generally more efficient and need to be supported. At the same time, most rights-of-way will be shared between modes; for example, cars, trucks, buses, bikes and pedestrians, all using an arterial. Facilities must be designed to safely accommodate different users.

Transfers: The transportation system can support transfers between modes or make them difficult. Ways to support the transfers include providing sidewalks, bus turnouts and bus stops along arterials, designing parking lots so they can be safely navigated by pedestrians, developing park-and-ride lots and so on. Policies developed by the TCC support these and other actions designed to facilitate transfers between modes.

User Information: The key information required by drivers is knowledge of the road system by signing or a street map. Users of other modes are much more dependent on public information programs to understand their travel options. These policies encourage transportation providers to work with the County Visitor and Convention Bureau to develop a unified public information program including details on the services available, the areas they serve and specific route, schedule and fare information.

In addition, the policies developed by the TCC address the mechanics of coordinating transportation projects among jurisdictions through review of others' transportation and capital improvement programs, coordination with utilities, and other coordination efforts with transportation providers and funding sources.

The Policies

6. Review and Comment

Pierce County reviews and comments on the transportation plans, Capital Improvement Programs, and Transportation Improvement Programs of local, regional, and state agencies involved in the provision of transportation facilities and services to improve the coordination of individual transportation improvement projects.

7. Utilities

Pierce County coordinates the location of major utility and transportation corridors and the construction of roadway and utility improvement projects with the Pierce County Utility Coordinating Council in order to:

- *Minimize right-of-way disruptions caused by construction*
- *Minimize costs; and*
- *Maintain pavement integrity.*

8. Multimodal Coordination

Pierce County coordinates planning and operation of its transportation facilities and programs to optimize multimodal transportation programs, transportation service connections, and transfers at designated transfer points, including existing and future ferry terminals. The County encourages:

- *Pierce Transit to review options for accommodating cyclists, including bike racks on buses and bike racks at major transit facilities and bus stops;*
- *The Washington State Department of Transportation and local jurisdictions to upgrade depot facilities and provide for multimodal use of these facilities;*
- *Integration of non-motorized modes of travel into the roadway system where appropriate; and*
- *Integration of non-motorized modes of travel into the county-wide and regional off-road trail system.*

9. Rider Information Package

Pierce County encourages the Tacoma Pierce County Visitors and Convention Bureau and transportation service providers to coordinate with the County to develop a "rider information package" with respect to common passenger transportation. This information package may include maps, routes, schedules, and public information telephone numbers for:

- *Passenger rail service;*
- *Local transit agencies;*
- *Air carriers;*
- *Private ground transportation providers; and*
- *International, state and local ferry services.*

10. Rail Service Preservation And Enhancement

Pierce County encourages local communities, the Washington State Department of Transportation, railroads, labor groups and shippers to work together to:

- *Improve passenger and freight rail service;*
- *Identify and preserve rail lines which currently provide transportation and economic benefits to Pierce County;*
- *Coordinate and implement passenger and freight rail service preservation projects consistent with a regional transportation program; and*
- *Consider localized rail service as a means of public transportation.*

11. Transit Service Extensions

Pierce County encourages Pierce Transit to establish a process for evaluating boundary and service extensions which includes criteria to:

- *Determine the feasibility of providing service to new areas; and*
- *Evaluate alternatives to regular, fixed route transit service (e.g., vans for occasional service).*

12. Coordination With Social Service Agencies

Pierce County encourages coordination between Pierce Transit and all social service agencies in the location of transit and new social service facilities so that social service agency clients can be served effectively by transit.

13. Special Needs Transportation

Pierce County supports the mobility of persons who are elderly and all persons with disabilities by maximizing transportation system accessibility, affordability, and expanded service capacity through:

- *Design standards that reflect the infrastructure needs of persons who are elderly and all persons with disabilities;*
- *Identifying and improving existing transportation facilities and developments that are not accessible or usable by persons who are elderly or by persons with disabilities; and*
- *Encouraging greater coordination of public and private transportation operators to accommodate the special needs of persons who are elderly and all persons with disabilities.*

14. Environmental Protection and Conservation

Pierce County minimizes negative environmental impacts created by county transportation facilities and activities by:

- *Appropriately designing, constructing, operating, and maintaining transportation facilities to minimize degradation of existing environmental conditions;*
- *Aligning and locating transportation facilities away from environmentally sensitive areas to preclude direct environmental degradation caused by a facility and indirect environmental degradation created by development around facilities;*
- *Mitigating unavoidable environmental impacts; and*
- *Soliciting and incorporating the concerns and comments of interested parties regarding environmental issues into the planning, design, construction, operation, and maintenance of the county transportation system.*

CHAPTER V

STANDARDS AND CAPACITY

Standards are the rules that are used to guide the planning, design, operation and maintenance of transportation systems. Uniform standards help to ensure that facilities built at different times, and by different jurisdictions, operate as a single coordinated system. Current standards are based on research and experience about the best way to design, construct and operate various elements of the transportation system to maximize safety, convenience, capacity, and the useful life of physical facilities.

Transportation system capacity relates to the ability of the transportation system to move people and goods. As growth occurs, transportation demand increases. Traffic congestion and travel delay occur when the system does not have sufficient capacity to serve the demand for travel. There are several ways to balance transportation demand with system capacity. One way is to simply increase the capacity of the system by expanding it; e.g., building new roads or widening existing ones, increasing transit service, providing facilities for pedestrians, cyclists and others. Another way to improve the operating efficiency of the roadway system through such things as traffic signal synchronization, and the provision of turn lanes to improve traffic flow on roadways. A third way is to defer demand so that travel during peak times is reduced. This can be done by changing the time people travel, getting people to "share the ride" (thus reducing the number of vehicles needed to accommodate a given number of travelers), or changing the routes people use.

The policies in this chapter are grouped into three major categories: (1) transportation system classification, (2) system standards, (3) transportation system management (TSM) and high occupancy vehicles (HOVs).

STANDARDS AND CAPACITY GOALS

The policies in this chapter were developed to support the Transportation Coordinating Committee (TCC) goals related to standards and capacity. Specific goals include:

- **To provide a safe, comfortable and reliable transportation system.**
- **To reduce consumption of energy through an efficient and convenient transportation system.**
- **To enhance options for future improvements to the transportation system by taking advantage of advances in technology and transportation research.**
- **To keep travel times for people and goods as low as possible.**

- **To emphasize the movement of people and goods, rather than vehicles, in order to obtain the most efficient use of transportation facilities.**

- **To establish a minimum level of adequacy for transportation facilities throughout the County through the use of consistent and uniform standards.**

- **To protect the capital investment in the transportation system through adequate maintenance of facilities.**

TRANSPORTATION SYSTEM CLASSIFICATION

Road classification systems provide an important guide for the planning, design and operation of the county's entire road system. The underlying purpose of functional classifications is to determine how individual facilities are supposed to operate and their function or role in the overall road network. There are several reasons that cities and counties use a functional classification system, including:

- To meet state requirements (RCW 35.78.10 and RCW 47.26.180);

- To guide the design of specific roadway improvements;

- As a framework for transportation system planning;

- To qualify for state and federal funds; and

- For purposes of traffic control, including traffic speeds and intersection control (e.g. signals, stop signs).

Some streets or roads are designed to move traffic quickly. Others are designed to provide direct access to adjacent businesses, schools and homes. Other roads are designed to strike a balance between moving traffic and providing access to adjacent property. Streets designed to serve through traffic look and operate differently from those designed to provide easy access to homes and businesses. A functional classification system allows for differentiation between the "traffic movement" function of facilities and the "access" function. It also allows for the grouping together of streets or roads with similar characteristics for system planning and design purposes. The recommended classification plan shown in Appendix E establishes a hierarchy of roadway facilities based on the trade-offs between efficient movement of through traffic versus access to abutting property, throughout the entire county roadway network.

The recommended classification system uses the traditional functional classifications of major, secondary and collector arterials to establish the basic function of each road and its design and operating characteristics. The traditional system, however, does not address all the different users of the road system. In addition to private vehicles, transit vehicles and trucks, the road system must accommodate other users such as pedestrians, cyclists and equestrians. Some

roads are particularly important to one or more of these different travel modes because they serve as a major transit corridor, or provide linkages between off-road facilities for pedestrians or bicyclists, or provide access for trucks to a major industrial area.

Therefore, a system of classifications for other travel modes was developed to be used in conjunction with the basic functional classifications. This multi-modal classification system uses an overlay approach to determine streets and roads which should receive special consideration to safely and appropriately accommodate travel by all modes.

A hierarchy of classifications is included for transit, trucks, bicycles, pedestrians, and equestrian travel modes. Details on the classification designations, function, design characteristics, operating characteristics and other special considerations are included in Appendix E of this document.

Some modes may be emphasized or given priority on some roads (e.g., a transit street may include bus pullouts, bus lanes, special treatment at intersections, or sidewalks and waiting areas for pedestrians to facilitate transit service along that road). Other roads identified as key pedestrian or key bicycle streets would be designed and maintained so as to provide pathways or widened shoulders to allow non-motorized travellers to stay out of traffic flow. Other streets might be classified so as to discourage use by some modes; e.g. trucks on residential streets, or bicycles on urban freeway sections.

In addition to developing this expanded classification system, the policies call for a comprehensive review and update of classifications on a regular basis. Special attention is given to truck routes in order to protect neighborhoods from the negative impacts of truck traffic, while providing adequate truck access to commercial and industrial areas.

The Policies

15. Functional Classification

Pierce County classifies its transportation system in accordance with federal, state, regional and local guidelines based on:

- *Washington State Department of Transportation's; "Guidelines for Amending Urban Boundaries, Functional Classifications, and/or Federal Aid Systems", except that in the labeling of arterials, the County's adopted system of Major, Secondary and Collector arterials, shall be used;*
- *Specific classifications as described in Appendix E will be assigned for transit, trucks, bicycles, pedestrians and equestrians;*
- *Ferry routes are classified as part of the County roadway system, with designations for general roadway classification and for public transit*
- *The Federal Aviation Administration classification system for airports, identified in the Puget Sound Council of Governments Regional Airport System Plan, is recognized and used by Pierce County;*
- *The designation of "primitive roads" as defined by RCW (Revised Code of Washington) 36.75.300 is used when appropriate; and*
- *A special classification for "alleys" shall be defined and applied throughout the County.*

16. Classification Plan Updates

Pierce County conducts a comprehensive review and update of its Road Classification Plan every five years, with minor modifications as appropriate on an annual basis.

17. Goods Movement

Pierce County preserves the integrity of identified incorporated and unincorporated neighborhoods by:

- *Establishing bypass routes to minimize truck traffic through neighborhoods;*
- *Designating business routes to serve commercial centers and other areas attracting numerous truck trips; and*
- *Locating and signing truck routes to avoid residential neighborhoods, points of low overhead clearance and transportation facilities with low load limits.*

STANDARDS

Transportation system providers rely on a variety of standards to guide the design and operation of the transportation system. Standards policies address issues related to:

- Road adequacy standards that seek to ensure provision of sufficient transportation facilities and services to meet current and future transportation needs;
- Standards for uniform data collection, analysis and interpretation;
- Maintenance standards to protect the investment in the existing transportation system; and
- Standards for the design and construction of transportation facilities to safely accommodate all types of transportation.

Road Adequacy

Road adequacy standards are used to define acceptable levels of: (1) safety on transportation facilities for the type and volume of traffic using it; (2) congestion or delay to motorists during peak travel periods; and (3) physical strength to carry the loads expected to be placed upon it. Road adequacy standards can be used to evaluate the impact of proposed developments on the surrounding road system as well as in general transportation system planning and needs analysis. Consistent application of these standards during the development permit review process helps ensure that all developments will be served by a safe, efficient and cost-effective road system. Road adequacy standards can also be used to identify problems, suggest remedial action and apportion costs between public and private sources.

Although road adequacy standards can be departmental guidelines, adoption of a road adequacy ordinance provides the legal framework to enforce standards and to use them in the environmental review process for determining what development impacts can be mitigated and

who should bear the cost for their mitigation. State law (RCW 58.17.100) requires local governments to address the adequacy of urban services, including roads as part of the subdivision process; and the State Environmental Policy Act (RCW 43.21C) requires local governments to establish standards for review of potential adverse environmental impacts of development. The TCC policies recommend that Pierce County develop a road adequacy ordinance.

Data Standards

Preparation of transportation plans and programs is based on a variety of data including current system operating statistics as well as projections of future demand. Currently, county departments use a variety of population and employment data and projections to guide planning efforts. The Transportation Coordinating Committee was concerned that without a single data set, different county departments would develop needs assessments and program improvements without any overall coordination and agreement on the county's areas of greatest need. Because PSCOG is responsible for regional data, it was agreed to use their forecasts as a basis for planning and decision making, when more current or detailed information is not available.

Design and Maintenance Standards

This set of policies seeks to achieve a uniform standard for transportation system design and maintenance for the entire county. The acceptable standard to which facilities should be built is dependent on their purpose and the types of vehicles that will use them. Standards must be applied independently of facility ownership. Roadway ownership, however, is an issue that will cause increasing concerns in the county if it is not addressed.

Private roads are not unique to Pierce County, but they have become a significant issue because of past policies that allow developers to construct private roads that do not meet county road standards. Developers have long been allowed to build private roads within their developments. Many of these roads were not built to county standards, but as more and more developments interconnect, the general public relies on the private roads and they become, by use, part of the public road system. In cases where a developer keeps no control over a development after all the units are sold, residents have looked to the county to maintain private roads. As more and more rural areas have transitioned to suburban and urban development, problems are mounting in areas dependent on private roads for access. These include: inadequate facilities to carry current traffic volumes, including substandard design in terms of width, grades, curvature, surface, etc.; inadequate emergency access including inconsistent addresses, and narrow, poorly maintained, or too steep roadways; no system to road layout resulting in circuitous routing and unexpected dead ends; roads never built to adequate standards so they are difficult and expensive to maintain as they deteriorate; and pedestrians and vehicles sharing narrow roads without shoulders, creating hazards for both.

Solving these problems will take time as a large number of private roads already exist in the county. In the future, it is intended to separate the issue of standards from ownership and to develop a broader range of standards that addresses the entire range of roads from shared driveways to highways.

Maintenance standards help to define how already built improvements will be maintained so that they continue to operate as they were designed. Maintenance standards are particularly important to preserve the original investment in facilities; without them new construction might always take precedence. Until a facility is seriously eroded, for example, it is unusual for citizens to lobby for maintenance with the same vehemence they might bring to demands for new facilities. Minor expenditures throughout a facility's lifespan, however, can prevent costly replacement.

Threshold Levels

Threshold levels help to ensure that standards are enforced fairly, based on the intended ultimate use of a facility. Thus, facilities that will never be more than single use driveways on private property, will not fall under the same standards as facilities that will, once a development is complete, become through streets. Establishing threshold levels for the imposition of standards is particularly important to protect the small, individual land owner from standards meant for larger developments and county projects. In addition, the imposition of threshold levels will focus on new development and is not intended to be retroactive where there are no changes in use. Street names in new developments, for example, will conform to the county's naming system, but existing street names will not be changed under this policy.

Access Control

Concerns with access control have developed similarly to the issues related to private roads. As an example, when a single gas station or restaurant locates along an isolated road it will, of course, have a driveway directly accessing the road. A second gas station or store a thousand feet down the road will also need its own driveway. Over time, however, as new development fills in the spaces between older buildings, and surrounding land use generates more and more traffic, the situation develops where a major thoroughfare is punctuated by closely spaced driveways. Left turn movements can quickly become a delay factor in this situation. Examples of highways in Pierce County that have changed from rural routes to congested commercial highways include South Tacoma Way, Pacific Avenue (SR 7), Meridian Avenue (SR 161) and SR 10. Major arterials such as Canyon Road, Bridgeport Way, and Steilacoom Boulevard also experience similar problems.

Residential access can also be a problem, whether for many of the same reasons that commercial access becomes a problem, or because through traffic begins to use local streets beyond their capacity and intended use. Currently, a new development's access to state highways is controlled by the state's access review process and determined in an access

hearing. The access control policy addresses the county's access issues for facilities in addition to state highways.

The Policies

18. Adequate Facilities for All Modes

Pierce County seeks to ensure adequate transportation facilities for all transportation modes, including trucks and passenger vehicles, localized rail service, air and ferry service, and non-motorized modes of travel.

19. Road Adequacy Ordinance

Pierce County encourages the private sector, local jurisdictions, Washington State Department of Transportation and the community at large to work with the County to develop a road adequacy ordinance to support development of adequate transportation facilities throughout the County. This ordinance should define specific standards for:

- *Acceptable levels of congestion and service*
- *Safety; and*
- *Right-of-Way requirements.*

20. Arterial Standards Updates

Pierce County reviews its policies, standards, and practices related to access control and spacing of major, secondary, and collector arterials to see if they are adequately guiding the development of the County's road system in rapidly growing areas of the County. Where existing problems are identified, these policies, standards and practices are revised to support the provision of an efficient and cost-effective road system for the future.

21. Allowable Land Use Changes

Pierce County allows land use changes (such as master plan developments, rezones, plats and conditional use permits) only when these changes are accompanied by specific documentation or proposed plans showing how the transportation system can adequately support the needs of existing and proposed development. Pierce County will establish threshold levels for this policy so that small landowners will not be unfairly disadvantaged, and will tie implementation of this policy to impact mitigation planning that seeks to fairly allocate the costs of transportation improvements among and between the county and all affected parties.

22. Use of Regional Data

Pierce County concurs with the Pierce County Subregional Council in adoption of the Puget Sound Council of Governments population and employment forecasts for Pierce County. The County:

- *Encourages consistency in their use by County departments, especially those involved in planning and developing infrastructure improvements (i.e., water, sewer, solid waste, and transportation facilities);*
- *Uses these forecasts as the basis for developing refinements of the Pierce County Transportation Plan and Sub Area Transportation Plans; and*
- *Uses these forecasts to guide transportation decisions where county planning documents do not provide clear direction to decision makers regarding current trends in population, employment and growth potential.*

23. Urban Boundaries

Pierce County encourages the Puget Sound Council of Governments and the Washington State Department of Transportation to participate in a review of the "urban area boundaries" as soon as possible and will modify the boundaries as appropriate to reflect current conditions in Pierce County.

24. Maintenance Standards

Pierce County endeavors to maintain the County's transportation system at a level commensurate with the original design standards used in constructing the facilities. The County recognizes the need to establish special standards for the frequency and level of roadway maintenance appropriate for roads classified as "key pedestrian" and "key bicycle" streets, in order to provide for the safety of all travellers.

25. Enforceable Maintenance Agreements

Pierce County requires the establishment of maintenance agreements for all private roads which can be enforced through civil court action. Pierce County does not maintain private roads.

26. Access and Standards

Pierce County seeks to ensure adequate access to development through a system of public and, where appropriate, private roads. A range of design and construction standards to cover all facilities will be developed in cooperation with the county's citizens, the private sector and various County departments for roadway alignment (or location), design, ownership (public or private), and street naming.

27. Roadway Design

Pierce County coordinates with local jurisdictions, the Washington State Department of Transportation (WSDOT), adjacent counties, the Federal Highway Administration (FHWA), and Pierce Transit to achieve consensus on a uniform set of minimum roadway design standards that:

- *Are linked to the level and type of land development served by transportation facilities;*
- *Promote compatibility among jurisdictions in the design of transportation facilities; and*
- *Comply with federal and state design criteria.*

28. Threshold Levels

Specific "threshold levels" will be established to determine which standard should apply to individual roads based on the projected ultimate usage of the roadway (i.e., daily traffic volumes and access needs) and their relationship to the County's overall transportation system.

- *Public roads identified on the County's transportation plan may not be constructed and operated as private roads, although an interim private road in a planned future public road corridor may be allowed to serve single family residential development until a route establishment study has been completed by the County.*
- *Private roads that do not meet the "threshold level" established for County public roads will not be accepted into the County road system unless they have been identified through the sub area planning process as serving public, through traffic needs.*
- *Street names and addresses for new private roads will conform to the Pierce County street naming system except where specifically exempted by the County Council.*

29. Access Control

Pierce County encourages the consolidation of access to state highways, and major and secondary arterials in order to complement the highway and arterial system, reduce interference with traffic flow on the arterials, and discourage through traffic on local access streets or private access/circulation roadways. To achieve this the County:

- *Encourages, and may assist, land owners to work together to prepare comprehensive access plans that emphasize efficient internal circulation and discourage multiple access points to major roadways for developing areas along highways, and major and secondary arterials;*
- *Encourages access to private developments through a system of collector arterials and local access streets to be identified in the Sub Area Plans;*
- *Encourages consolidation of access in developing commercial and high density residential areas through shared use driveways, frontage roads, and local access streets which intersect with arterials at moderate to long spacing; and*
- *Encourages an Access Design Review Group composed of representatives of county, state, and local jurisdictions to address access issues on state highways in Pierce County and provide input during state access hearings.*

30. Standards for Different Travel Modes

Pierce County's roadway design standards incorporate the special design parameters required by transit, truck, bicycle, pedestrian and equestrian facilities. These standards:

- *Are compatible with the County's new functional classification system;*
- *Are applied consistently and equitably;*
- *Promote improved transit accessibility features such as bus turnouts, pedestrian access to bus stops and bus shelters; and*
- *Keep "at grade" railroad crossings to a minimum and provide for traffic control safety devices consistent with Washington Utilities Transportation Commission regulations for existing and new crossings.*

TRANSPORTATION SYSTEM MANAGEMENT (TSM) AND HIGH OCCUPANCY VEHICLES (HOV)

Pierce County wants to ensure that its policies in all areas address the total transportation system, not just the traditional concerns of vehicular traffic on roads and highways. Throughout this policy plan, policies address issues related to transit, pedestrians, cyclists and encouraging a better use of the transportation system. TSM and HOV policies are a significant way to make the transportation system more efficient by increasing the number of people it can accommodate.

TSM strategies involve physical improvements to streets and highways, operational improvements, and methods designed to change people's travel behavior; the key is finding ways to get the maximum use of existing facilities before increasing capacity by adding new traffic lanes or roads. TSM-related physical improvements include projects that require new construction, such as turning lanes or park-and-ride lots.

- **Turning lanes:** Vehicles waiting to make left turns stop all traffic in their lane until the turn is completed. Left turn lanes and turn pockets at intersections allow the through lane to continue operating freely, uninterrupted by those waiting to turn. In

cases where the road is wide enough, turn pockets can be created by lane re-striping in which case it would be an operational improvement.

- **Park-and-Ride:** Park-and-ride lots allow cars to act as feeders bringing people from low density neighborhoods to high density corridors where they can park and share the ride (carpools, vanpools or buses) for the major portion of their trip. This reduces traffic congestion on major travel corridors and on streets in employment concentrations such as downtown areas.

Another way park-and-ride lots can contribute to reducing congestion is by offering convenience services at the lot. If, for example, a gas station, dry cleaners, convenience store and day-care center are all located in or adjacent to a park-and-ride lot, bus riders and carpoolers can combine errands in one stop, rather than making multiple stops on the trips to and from work.

TSM-related operational improvements include projects that change the ways existing facilities operate, with relatively minor physical improvements. This could be done in a number of ways, as described below.

- **Lane metering:** A freeway operating at a steady speed can carry more cars than one operating stop-and-go. Lane metering -- stoplights at freeway on ramps -- restricts the number of cars entering the freeway at any one time to increase the overall traffic speed and capacity of the freeway itself.

- **Signal timing:** Timing traffic lights so that cars operating at a steady speed will "make" all the lights, increases capacity on the same principle as lane metering -- smoothly flowing traffic is more efficient. Signal timing also decreases air pollution as cars operate more cleanly at a steady speed than they do braking and accelerating.

- **Diamond lanes:** Diamond lanes are lanes restricted during peak hours, or at all times, for high occupancy vehicles. In many areas, for example SR 16 approaching the Narrows Bridge from the Peninsula, diamond lanes are designed into the road shoulder and operate only during the peak periods. The assumption is that traffic operates at slow enough speeds during peak hours that it is possible to drive safely on the shoulder, which would otherwise be restricted.

- **Reversible lanes:** On a four-lane road the middle two lanes may be made "reversible". That is, three lanes are allocated to travel in the peak direction, with the two center lanes changing direction morning and evening. (Reversible and diamond lanes may require new construction, in which case they would be physical improvements.)

TSM-related demand management strategies include actions that: reduce overall trip making; that encourage people to switch from low density to high density modes (i.e., from single

occupant cars to carpools or buses); or that move trips from the peak periods to the non-peak. Examples include:

- **Public/private partnerships:** Many TSM/HOV strategies rely on the cooperation of major employers for their effectiveness. An example is "flextime", in which employees work hours that begin and end outside peak travel times. Although this doesn't reduce the total trips made, it does increase system capacity by moving trips outside the peak period. Some employers have instituted a "four-ten" system, where employees work four, ten-hour days, eliminating one weekly work trip entirely.

- **Parking management programs:** To encourage people to carpool or leave their cars at home through preferential parking location and pricing for HOVs.

A key to making TSM/HOV strategies effective is educating the public about how they work and their intent. Many TSM/HOV strategies have a voluntary element, e.g., park-and-ride or flextime; others can be easily violated, e.g., driving alone in a carpool lane or ignoring the red light at an on-ramp. Without public education they will not work.

While Pierce County will definitely have to add significant road capacity in the next decades to meet future demand, TSM/HOV strategies can play a significant role in increasing the overall capacity of the transportation system, and minimizing or delaying the need for construction of new and expanded roads.

The Policies

31. Transportation System Management (TSM)

Pierce County maximizes the operating efficiency of the County's transportation system through the use of TSM strategies such as:

- *Signal interconnect systems, signal coordination and synchronization, and other signal improvements to facilitate smooth traffic flow;*
- *Turn lanes and turn pockets to allow turning vehicles to move out of through traffic lanes;*
- *Access control for major arterials to minimize disruptions in traffic flow;*
- *Climbing lanes for slower moving vehicles (including non-motorized) where appropriate to ensure smooth traffic flow;*
- *Off street truck loading facilities, where appropriate, to separate goods loading/unloading from goods and people movement, and provide for the efficient movement of goods and traffic; and*
- *Regulating truck delivery hours and establishing size limits on trucks in certain areas to facilitate traffic flow.*

32. Encouraging High Occupancy Vehicles (HOVs)

Pierce County encourages greater use of HOVs, such as transit, carpools and vanpools, by travellers in order to move people more efficiently and minimize the need for additional roadway capacity.

33. High Occupancy Vehicle (HOV) Program Development

Pierce County coordinates with Pierce Transit, local and regional jurisdictions, the Puget Sound Council of Governments, the Washington State Department of Transportation, and business, development, and residential communities to develop an integrated HOV program to increase their use in Pierce County. Major elements of the HOV program include:

- *Agreement on a consistent definition of HOVs so that the County and the state use the same definition for HOV facilities that connect;*
- *Identifying and preserving rights-of-way and property needed for Park-and-Ride and Park-and-Pool lots, HOV lanes, intersection improvements (such as queue bypass lanes) and so forth;*
- *Public education to encourage greater utilization of HOVs;*
- *Assignment of responsibility for the management and maintenance; of HOV related facilities;*
- *Regional coordination of HOV services and programs provided by transit operators in the region;*
- *Program monitoring to assess the success of various strategies and revise the program when appropriate; and*
- *An HOV strategies manual for use by County departments, local jurisdictions, and private developers and employers with guidelines for:*
  - *Parking management programs that provide incentives for HOVs and discourage Single Occupant Vehicles;*
  - *Transportation support services which enhance the convenience of HOV use;*
  - *Polices and programs to encourage land use and design that create an environment in which HOVs can operate more successfully;*
  - *Providing convenience services at Park-and-Ride lots to encourage more people to use them and to decrease additional trip making;*
  - *Providing financial and other incentives to use transit/HOVs;*
  - *Promoting flex time and alternative work hours to reduce travel demand during peak hours; and*
  - *Providing convenient transfers between different travel modes, intercity and local bus services, ferry service and airporter service at key locations.*

34. High Occupancy Vehicles (HOVs) in New Developments

Pierce County requires those developments that are found to significantly impact transportation facilities and services to provide HOV programs. A "threshold definition" (e.g., size and type of development and location of the development in relation to congested corridors, etc.) will be used to link specific HOV improvements to the developments affected by this policy. Potential HOV improvements could include:

- *HOV facilities;*
- *Parking management programs; and*
- *Supporting HOV incentive programs.*

CHAPTER VI

LAND USE AND TRANSPORTATION PLANNING

The quality of the transportation system greatly influences the location, type and intensity of land use. Pierce County has grown up around its transportation system, starting with the founding of Tacoma adjacent to a natural harbor, its subsequent rapid growth due to the location of the major railroad terminus on the Tacoma tideflats, and continuing today with new developments springing up along the I-5, SR 512, SR 16, and SR 167 freeway corridors. The structure of the transportation system will significantly affect the County's future development patterns.

LAND USE AND TRANSPORTATION PLANNING GOALS

The policies on transportation and land use provide a framework within which the future can be designed and chosen, not forced upon us. When land use and transportation work together, the positive aspects of the transportation system--mobility, convenience, opportunity--are strengthened, while the negative impacts--noise, pollution, accidents, high costs--are minimized. At the same time, developers, new employers, and new residents, can be assured that the transportation will better support their needs, not interfere with them.

In the future, however, land development patterns will depend more and more on a public-private partnership to provide the transportation system necessary to support growth. Congestion on the county's arterial system can choke off new developments, both large and small, unless the situation is addressed in a comprehensive manner. The county's approval process for land development may become less important than the ability for a developer to assure his buyers or tenants of adequate long term access.

The following goals were developed to foster the county's ability to make and maintain the "Transportation-Land Use Connection". These goals, and the policies which follow, will help ensure an adequate transportation system to serve economic growth today and into the future. Goals supported by the policies include:

- **To support and enhance the type of development that is desired in Pierce County;**
- **To ensure compatibility between transportation facilities and surrounding development; and**
- **To ensure that adequate land is available for needed transportation system improvements.**

Land Use and Transportation Policies

The Land Use and Transportation Policies are divided into three categories: (1) Design Guidelines for Land Development, (2) Right-of-Way Preservation and (3) Compatibility of Land Use with Transportation. Each subject area has several policies, and many of these policies cross major categories. Therefore, the initial discussion references policies that may be included elsewhere in this document and which relate to other categories as well as Land Use and Transportation.

The Transportation/Development Link

Development of effective land use patterns and adequate transportation facilities to serve them requires a partnership between the public and private sectors. It also means matching transportation and land use investments (public and private) so that the transportation system adequately supports the county's economic growth. The transportation system physically shapes the landscape in ways not matched by any other public service. Although roads and freeways can be, and have been, demolished or re-routed, transportation projects generally last through many generations, permanently altering our communities.

One major link between transportation and land use is accessibility. Land that is highly accessible is almost always more highly valued than land that is not very accessible. Accessibility depends on both the presence of roads and other transportation facilities (i.e, is there a major arterial or freeway nearby?), and the quality of traffic flow on those roads (are the roads free-flowing or are they so heavily congested that the road might as well not be there because the delays are so long?). Land development creates the need for roads and other transportation facilities; these same facilities create added value for the land by providing access to it.

Land development decisions, although controlled by permitting processes, remain largely in the private sector. Financing for land development also remains largely private. Transportation decisions, on the other hand, remain almost entirely in the public sector. Each transportation project and need must be evaluated against all other projects and needs, and limited public resources allocated where they are expected to have the most benefit.

To some extent, transportation improvements are forced to "chase" land development around the county. The justification for transportation improvements is usually based on current traffic counts or records of existing safety problems created by past development. The lead time to build a new road or implement a major widening project can easily be 5 to 10 years. Maintaining and improving the system already in place in long-established areas competes with meeting the rapidly growing needs of new suburbs. Today, Pierce County does not have a good process to integrate transportation and land use decisions because it lacks a comprehensive transportation policy.

Changing Land Use and Transportation Patterns

Changes in land use patterns lead to changes in transportation needs. Historically, Pierce County has been primarily a rural county surrounding a central city (Tacoma) and a number of small towns. Non-agricultural jobs were centered in Tacoma and at the two military bases, Fort Lewis and McChord Air Force Base. As a rural county, Pierce County relied on two-lane country roads as through routes to major destinations, while Interstate 5 primarily served trips going beyond the county's borders. In addition to downtowns and the single major shopping mall (Tacoma Mall), well-traveled city streets served as the focus of commercial centers built in strip developments.

In the past ten to fifteen years, tremendous land use changes have taken place in Pierce County. Although the remote forests surrounding Mt. Rainier remain undeveloped, many formerly rural areas of the county are quickly becoming dotted with a patchwork of new suburban developments. New businesses and industries in Pierce County draw commuters from well beyond the county's borders; conversely, more county residents are commuting to their jobs outside the county than ever before. Common commuting patterns include trips to the north towards Seattle and Bellevue, south towards Olympia, and northwest on the Kitsap peninsula to Bremerton and the Bangor Submarine base. Strip commercial development has followed suburban development out along former rural highways, with scattered retail centers offering all the shopping opportunities formerly available only in centrally located department stores.

As a result of these land use changes, travel patterns have changed radically. Travel which focused on the major employment centers in Tacoma have been replaced by widely dispersed suburban trip patterns. These suburb-to-suburb trips are concentrated in major corridors, more by the layout of the rural road system than by desired straight line travel paths. Traditional travel patterns might be described as the spokes of a wheel, with the hub centered on Tacoma; new patterns more closely resemble the overlapping strands of multiple spider webs. Even the remaining rural areas of the county are affected as they are often used as recreational areas for a growing urban population in Puget Sound.

The Impact of Changing Lifestyles

In 1959, the average suburban family consisted of two parents and 2.7 children. The family owned one car, which was generally used for commuting to work on weekdays and was shared between parents and teenage drivers on the weekends. Elementary children walked to nearby schools; junior high and high school students might take school buses. Daily needs were satisfied by the corner grocery and nearby drugstore, and Saturday was the day when the whole family went to do the week's shopping for groceries and household items. In general, with the possible exception of the work trip, most families found all the necessities of daily life within a few miles of home.

In 1989, the average suburban family is smaller than its 1950s counterpart, and may have only a single parent. Even in two parent families, all adults in the family probably hold full time jobs, and there is an average of one car for every family member over age 16. The day begins with the work/school trip, possibly interrupted by stops at the day care center, a fast food outlet or convenience store for breakfast and maybe the dry cleaners. More shopping tends to be done in connection with other trip-making, such as stopping off at the supermarket on the way home from work to purchase convenience foods for dinner. The family probably eats seven to ten meals a week outside the home; individuals frequently drive to neighboring communities to shop, see movies, dine, or take care of personal errands. The normal driving radius for suburban families for every day needs has expanded from two or three miles in the 1950s to ten to twenty miles today.

The impacts of these changes on travel patterns is immense. There are more cars, more drivers, more trips than ever before. Auto ownership and miles driven have grown exponentially with population growth. Dual career families, combined with rising real estate costs close to major employment centers, make living near one's work increasingly more difficult. Commuting distances grow longer as "affordable" housing for median income workers moves farther and farther from the central city.

The Impacts of Changing Patterns

These changing land use, travel and lifestyle patterns have resulted in rapidly growing transportation system demands in Pierce County. There is more traffic demand on major arterials on the one hand, while intense commercial development along the arterials, attracted by the exposure to high traffic volumes, constrains capacity on the other hand. In addition, narrow rights-of-way, a multiplicity of access points and minimum building setbacks complicate the process of widening arterials to keep pace with the traffic demand.

As an example, a two lane road operating as a through highway can carry a fairly high volume of traffic. State Route 410 east of Sumner carries 16,000 to 20,000 cars daily. However, when strip commercial development and through traffic demands combine along formerly rural routes, congestion and capacity problems develop much more quickly than the increase in traffic volumes alone. The congestion is aggravated by commercial driveways every 100 feet or so, with cars turning into and out of parking lots. Traffic signals are installed at major cross streets to allow left turns to be made safely; these signals and turning movements force through traffic to slow down and greatly reduce the road's capacity to convey people and goods.

Meridian Avenue, in Puyallup's South Hill area is a prime example of this problem. Formerly a rural highway operating comfortably below capacity, it became the focus for commercial development following new residential subdivisions and high traffic volumes. Each store, restaurant, bank, and gas station was built with direct access from Meridian to its parking lot. Although Meridian has since been widened, it operates under severely congested conditions

during peak periods, with through traffic competing with vehicles entering and exiting commercial driveways on both sides of the road. Eventually merchants find the through traffic they once depended on for their customer base is working against them -- congestion is so bad people may prefer to take another route, and their business, elsewhere.

Another impact of suburban sprawl and changing lifestyles is the difficulty transit and high occupancy vehicle (HOV) modes have in serving the "spiderweb" of travel desires discussed above. Transit and HOV work well when work trips are focused on a single major destination -- such as downtown Tacoma. Without some strategic shifts in transit service, it is virtually impossible to effectively serve suburb-to-suburb commuter needs, especially when those suburbs may be served by different transit agencies (i.e., a Puyallup to Federal Way commute trip). Even the current emphasis on park-and-ride lots may not greatly reduce suburban travel demand as P&R patrons may need to drop their child at the daycare on the way to the P&R lot, pick them up and stop at the grocery store on the way home. These trips to and from the P&R lot cause just as much congestion on the arterials within a community, as the primary work trip may have created on the principal routes between communities.

DESIGN GUIDELINES FOR LAND DEVELOPMENT

As Pierce County continues to grow, more properties will be developed. These developments will create greater demand for transportation facilities and services. It is in the best interests of the county that each new development disrupt the existing transportation system as little as possible. If this disruption is minimized, then there is less need to build new transportation facilities. Moreover, it is in the best interests of the developers to minimize their impact on the transportation system in order to insure that the maximum number of people can gain ready access to their goods and services.

There are number of transportation concerns associated with land development today in Pierce County. Major office buildings and industrial plants are located in the middle of a sea of parking; potential transit users have to walk long distances between the bus stop and the front door, while drivers in single occupant vehicles can park close to the door. Pedestrians cannot conveniently get from residential developments to bus stops and they may have to walk around the block because a wall or dense landscaping prevents them from taking a direct route. Many areas of the county have no sidewalks or walking/waiting areas for transit patrons.

Pierce County intends to take the lead in developing a balanced transportation system through the forthcoming sub-area transportation plans, and by working with developers to plan commercial and residential developments, so that the developments can access the transportation system and vice versa. Incorporating transportation-related features into the design of land development projects is an effective method of making sure that the project has good access, while disruption of the overall transportation system is minimized.

The design of developments should be conducive to the use of transit and non-motorized travel modes. Major land developments should provide convenient access to transit services by furnishing internal pedestrian connections to nearby transit routes. People will use transit only if it is convenient and cost-effective. The transit facilities themselves should be properly integrated with the developments they serve. Such design amenities can foster more efficient travel patterns, especially for residents of multi-family developments.

Likewise, good site planning can result in better pedestrian and bicycle facilities. The principal objective is to encourage developers to incorporate logical pedestrian/bicycle circulation within their site plans. Safety considerations for non-motorized travel as well as the convenience of direct, logical connections to pedestrian and bicycle facilities adjacent to or near the development, must be considered. As with the Standards and Capacity policies, the Land Use policies are intended to be tied to threshold levels. Policy 35, for example, refers to "large lot subdivisions". Legally, a large lot subdivision could consist of a single family farm; these policies are not intended to apply in such cases.

Many of the issues relating land development and the design of transportation facilities have been discussed under the "Standards and Capacity" policies. Ensuring a balance between adequate access to land developments and the need to minimize disruption of through traffic on major transportation facilities is a key element which has been addressed by Policies 26 (Access and Standards), 29 (Access Control) and 31 (Transportation System Management). With well-planned access points, patrons of major developments will have an easier time getting in and out of sites and will not create congestion at those access points which do exist. Avoiding too many access points also avoids to an excessive number of uncontrolled turning movements, which create both congestion and safety problems.

The objective of this group of policies is to incorporate design features that support the transportation goals directly into land use plans.

The Policies

35. Pedestrian and Bicycle Facilities

Pierce County strongly encourages developers of large lot subdivisions, short plats and other types of development which meet threshold standards, as defined in the county's design standards, to provide safe and convenient facilities for pedestrians and cyclists, including:

- *Sidewalks, improved shoulders, or off-street trails within developments to accommodate internal circulation; and*
- *Connections to adjacent property and transportation facilities (such as roads, trails, and transit routes) to facilitate safe and convenient access to nearby parks, schools, business and residential areas, transit routes and trails.*

36. Transit Facilities

Pierce County encourages private developers and Pierce Transit to integrate transit facilities such as transfer centers, bus pullouts, bus shelters, transit information centers and pedestrian connections into the design of residential, retail, manufacturing, commercial office, and other types of development.

RIGHT-OF-WAY PRESERVATION

Part of Pierce County's partnership role is to plan for growth while insuring that land development is compatible with the requirements of both the existing and future transportation system. In order for the county to have an adequate transportation system in the future, it is necessary today to identify sufficient rights-of-way today and protect them from encroachment by new development. Otherwise, widening of existing roads or construction of new ones may be blocked by commercial buildings or new residential subdivisions.

One method is to require that all land development projects maintain a minimum setback to provide a sufficient right-of-way for the widening of existing highways or adequate space for new roads in the future. This prevents encroachment on arterial rights-of-way by new development. Therefore, the new policies call for a general agreement to be made between the county and the development community regarding the preservation of future rights-of-way.

In the past, Pierce County has not had a coordinated approach to identifying or protecting future road rights-of-way. Beyond checking to see that one private development doesn't block access to an adjacent parcel, the county staff have had difficulty in protecting rights-of-way because they lack a policy identifying where future streets should be located. The lack of a map showing where existing streets may be widened in the future or where future transportation corridors will be needed to serve development makes it extremely difficult for the County to make decisions about right-of-way preservation when a private development is presented for review.

In designing commercial developments and residential subdivisions, many developers recognize that better access makes their projects more attractive, and thus more valuable, and they are very willing to work with the county to provide right-of-way and perhaps even build portions of through roads. Without a comprehensive plan showing where major transportation corridors are to be located, however, it is difficult for developers to make the plat and subdivision design decisions that will facilitate these through roads.

Pierce County does not have a good mechanism to acquire rights-of-way needed for new roadway corridors through requiring dedications as part of the land development approval process. Until the county has completed the formal "establishment" process, through a detailed engineering study of a future roadway, the county has difficulty in requiring new corridor right-of-way dedication.

The county needs a variety of tools to acquire and protect space for future roads. One way to obtain right-of-way without adversely affecting land owners or paying market prices for land is

to allow the owner to develop the remaining land at higher densities in return for right-of-way dedications. In practice, where a developer donates right-of-way within the site, the remainder of the site may be developed based on the density limits that would have applied to the site's original acreage. There is no added "bonus" for the right-of-way donation, simply the assurance that there will be no penalty. Another approach is to "bank" the land by requesting donations or buying development rights today in locations where future roads will be needed 3, 5 or even 10 years from now.

Another form of encroachment deals with the construction of buildings, parking lots, utilities and landscaping within or immediately adjacent to public rights-of-way. Two issues are evident in this area. First, landscaping and ancillary structures are often located along the property line without full knowledge of their impacts on sight distances at driveways and intersections, on drainage systems along roadway, or on pedestrians and bicyclists using the county right-of-way. This can create safety hazards for motorists, pedestrians and bicyclists, and problems with maintenance of county drainage facilities and other utilities. Guidelines about the specific locations of buildings and installation of landscaping can prevent these problems.

Second, unless future right-of-way needs are adequately identified, the setback requirements (i.e., the distance from the property line to the edge of the building) for commercial buildings and private homes may not be large enough to allow future widening of an existing roadway without impacting the home or business. This results in much higher costs for widening the road and severe disruption for the building's owners. Establishing adequate setbacks to allow sufficient room to widen major roads can prevent these problems.

Abandoned rail lines and other major facilities such as pipeline roads offer potential rights-of-way for future county transportation facilities. Although there are many legal issues regarding ownership of abandoned rights-of-way, it is logical that these corridors should continue to serve transportation functions. It is important that many of these rights-of-way remain intact, even if the immediate transportation use has not been determined. These rights-of-way represent a major investment in a continuous linkage between areas of the county, and some have been developed to a high physical standard in terms of grade and alignment. If kept intact, they can provide a good foundation for constructing new transportation facilities. Currently there is a formal rail line abandonment process used largely to limit tax liability. As a part of this process, a railroad must remove the tracks and ties, and the "abandonment" can refer to service only or to service and ownership. In the latter case the land generally reverts to adjacent property owners. In either case, Policies 4 (High Capacity Transportation); 10 (Rail Service Preservation and Enhancement), 37 (Identifying Right-of-Way Needs), and 41 (Preserving Rail Rights-of-Way), all interrelate around the issues of preserving corridors and providing for high capacity transit needs.

The "Rails-to-Trails" program is a good example of how county officials and residents are working together to convert portions of abandoned rail lines into multi-use trails for non-

motorized travel (walking, bicycling, horse back riding, etc.). Other urban areas have also revitalized freight lines as rapid transit facilities.

The Policies

37. Identifying Right-of-Way Needs

Pierce County intends to use the sub area transportation planning process to identify transportation system needs throughout the county in order to:

- *Provide adequate transportation facilities and services to meet current and future travel needs;*
- *Identify specific transportation corridors and alignments where public roads are needed; and*
- *Locate and protect needed rights-of-way as soon as possible.*

38. Acquiring Rights-of-Way

Pierce County intends to reserve property for needed rights-of-way as quickly as possible. Methods to acquire and preserve right-of-way include, but are not limited to:

- *Requiring dedication of right-of-way as a condition for development;*
- *Requesting donations of right-of-way to the County;*
- *Determining the allowable development density on a given property, based on the total property size (including the donated right-of-way portion), so that developers who donate rights-of-way are not penalized;*
- *Purchasing rights-of-way by the County;*
- *Purchasing development rights from property owners; and*
- *Requiring property owners to grant public easements.*

39. Protecting Rights-of-Way From Encroachment

Pierce County protects public rights-of-way from encroachment by any structure, vegetation, landscaping materials or other obstruction in order to:

- *Provide safety for motorists, pedestrians, cyclists or other users of the public roads;*
- *Preserve the integrity of County roads, drainage systems, and other publicly provided and maintained facilities;*
- *Protect access for all travellers using motorized and non-motorized travel modes.*

40. Protection Methods

Pierce County uses the following methods to protect rights-of-way from encroachment:

- *Establishment of minimum setback requirements of property improvements to preserve sufficient right-of-way to allow for expansion roadways or frontage roads to serve future transportation needs;*
- *Development of specific guidelines regarding the installation and maintenance of any landscaping in or extending into the public right-of-way; and*
- *Development of a public information program to inform property owners about the County's policies regarding private use of right-of-way, including specific information covering acceptable practices and maintenance requirements.*

41. Preserving Rail Rights-Of-Way

Pierce County strongly encourages the preservation of rail rights-of-way for future rail or other transportation purposes. Actions to preserve rail rights-of-way include:

- *Identification of abandoned or to be abandoned rail lines and rights-of-way in conjunction with the state, local communities, railroads, labor groups, and shippers;*
- *Assessment of potential uses of rights-of-way for different forms of motorized and non-motorized travel in order to preserve and implement their highest and best transportation use;*
- *Allocation of funds by the state for the purchase of identified rail lines and rights-of-way; and*
- *Amendment of RCW (Revised Code of Washington) Chapter 47.76 by the state to implement the December 1988, Washington State Rail Development Commission recommendations (included in Appendix B), which would modify "rail banking" practices, the acquisition of abandoned corridors, the interim and future use of rights-of-way, and funding procedures.*

COMPATIBILITY OF TRANSPORTATION WITH LAND USE

Conflicts between transportation and land use create some of the most difficult transportation problems for Pierce County. The issues range from through traffic impacts on residential neighborhoods to the location of high volume roadways near sensitive land uses such as schools, parks and retirement homes. Some of these conflicts have been addressed under Standards & Capacity policies, particularly those relating to development of an adequate arterial system to keep through traffic off of local streets. However, an overall policy is needed to guide decision making when reviewing land development proposals themselves in order to influence the design and location of sensitive uses.

Compatibility is also an issue with other modes of travel. For example, the availability of adequate air transportation is important and will become an increasingly vital component of the county's transportation system as growth and development progresses. However, the adverse impacts of airports, both public and private, can be felt over wide areas. Conversely, high-rise developments near air fields create safety hazards for aircraft. The public's needs are best addressed through an overlay zoning approach which establishes zones of influence for all public, private and military airfields within the county. Airport overlay zones are a zoning tool intended to identify compatible land uses surrounding airports and to ensure the safe operation of airports. Establishment of airport overlay zones in the land development process can reduce impacts through public information and restriction of development which would interfere with or be significantly impacted by aircraft operations.

The military component of Pierce County's air transportation is and will continue to be an important factor and should be accommodated appropriately. The Air Installation Compatibility Use Zone (AICUZ) is a designation that takes into account matters of air quality, noise and accident potential in deciding upon the placement of military air facilities and controlling development around them. Pierce County should coordinate the development of airport overlay zones with all affected parties included the Federal Aviation Administration, the Air Force and Army, cities, owners and operators of public airports and private airfields, developers, the Boeing Company, and air carriers. The TCC addressed the significant issues regarding compatibility which potentially arise when an airport is present or proposed, namely encroachment of development, and overlay zoning.

The locations of transit facilities should be properly integrated with the developments they serve as well. The county should work in partnership with private developers and Pierce

Transit to integrate facilities such as bus pullouts, bus shelters and information centers into the overall design of land developments. Likewise, transit centers should have good pedestrian access to high density residential developments or high intensity commercial centers to encourage transit use.

Another important transit facility is the park-and-ride lot. In the past, their use has been restricted to transit riders. Pierce County encourages joint use of existing parking lots at shopping centers, churches, etc. for park-and-ride purposes if it does not interfere with other needs. This makes efficient use of already paved land.

The Policies

42. Compatibility With Adjacent Land Uses

Pierce County seeks to ensure that planned transportation system improvements are compatible with adjacent land uses and minimize potential conflicts through guidelines to:

- *Control access to roads from adjacent developments;*
- *Route major and secondary arterials around, rather than through, neighborhoods and communities so as to minimize traffic impacts on residential neighborhoods;*
- *Prevent new residential areas from fronting on major or secondary arterials;*
- *Provide landscaping and other types of buffers along major transportation facilities; and*
- *Provide facilities for cyclists and pedestrians to access transit.*

43. Preservation of Airport Resources

Pierce County supports the preservation of air navigation resources and facilities in the county by:

- *Providing for compatibility with surrounding land uses;*
- *Preventing encroachment by development that negatively impacts airport operations; and*
- *Supporting adequate ground transportation to move people and goods to and from airports.*

44. Airport Overlay Zone

Pierce County supports the development of an "airport overlay" zoning designation and map that:

- *Is compatible with Federal Aviation Administration standards;*
- *Includes all public and military airports and private landing strips serving more than three airplanes and seaplane bases;*
- *Is coordinated with all affected parties; and*
- *Is incorporated into Pierce County zoning regulations for areas designated as "compatible use districts" in the McChord Air Force Base Air Installation Compatible Use Zone documents.*

45. Methods to Ensure Compatibility

Pierce County supports the use of the following methods, in addition to "airport overlay zones" to provide for compatibility between air facilities and surrounding land uses:

- *Public education regarding airport locations, usage, plans, and potential impacts;*
- *Expanded State Environmental Protection Act review process to address impacts of aircraft noise within the facility's flight paths and on the ground and water surface;*
- *Coordinated review process for proposed land developments located within an airport overlay zone;*

- *Specific criteria and guidelines regarding the location and safe operation of all new or expanded air facilities within the county; and*
- *Clear identification, available to the public, of all airports, private landing strips, seaplane bases, and airport zones on county maps and records, including (but not limited to) zoning maps, and assessor's maps and records.*

46. Transfer Centers

Pierce County encourages that transit transfer centers:

- *Be located in higher density activity centers throughout the County;*
- *Be designed to minimize adverse impacts on surrounding development;*
- *Include safe and convenient access and facilities for pedestrians and cyclists; and*
- *Be designed and operated so as to minimize conflicts with traffic operations.*

47. Park-and-Ride Lots

Pierce County supports the development of the regional park and ride lot system and encourages that such lots:

- *Are located on sites with convenient access to the arterial and freeway system;*
- *Include adequate screening to provide a buffer from incompatible land uses and*
- *Provide mitigation of negative impacts such as increased vehicular traffic and surface water run-off.*

CHAPTER VII

FINANCE AND PRIORITIZATION POLICIES

During the past few years, there has been a surge of interest throughout the nation to develop new resources to finance the maintenance and expansion of the transportation system. Numerous studies, conferences, papers and articles in professional and general interest publications, and legislative actions are aimed at solving the "crisis" in transportation funding. The causes of this perceived "crisis" are complex and difficult to assess. A combination of growth (in population, employment and travel demand), aging capital facilities, inflation, and increasing competition for limited public dollars all contribute to the increasing gap between transportation system needs and the ability of government agencies to pay for them. Hard choices need to be made about which transportation improvements should be funded, and which can be postponed or cancelled.

Historically, Pierce County has had surplus capacity in much of its roadway system. Growth in traffic demand could be absorbed with relatively minor impacts on the transportation system. During the Depression, public works projects multiplied as the government sought to create jobs, while providing needed community infrastructure such as roads, dams, bridges, parks and public buildings. The federal interstate highway system is one of the largest public works projects ever undertaken; it resulted in the construction of major freeways in this region, such as I-5 through Pierce County.

In addition to providing more than enough capacity to serve traffic demand through the 1950s, 60s and 70s, the county's major transportation facilities were relatively new and in good condition resulting in comparatively low maintenance costs. Funds generated through the county's road levy, as well as other transportation funding sources appeared to be more than adequate to build and maintain an adequate roadway system. Consequently governments at all levels began to divert highway and road funds to other uses.

The time has come, however, to reassess the ability of traditional road funding sources to keep pace with the ever growing needs for transportation facilities and services. Rapid growth in Pierce County has led to requests for major new capital improvements, while the combination of an expanding and aging road system results in greater road maintenance costs. The residents in the urbanizing portions of unincorporated Pierce County are demanding higher standards for road design and related transportation services to meet their travel needs.

The financing structure for transportation has not been able to keep pace with the increasing needs for several reasons. Prior to the early 1970s, the cost of transportation improvements was fairly well balanced with the public's willingness to provide support through tax dollars and user fees. At the time of the first gas crisis, however, this changed radically. As OPEC raised gas prices, and inflation intensified, tax revenues could not cover the rising costs of

constructing, operating and maintaining the transportation system. Major transportation financing methods are not indexed to inflation. The gas tax, for example, is levied on the basis of consumption, i.e., so many cents per gallon. As gas prices go up, tax revenues do not rise because the tax is based on volume consumed, not cost. At the same time, rising gas prices, coupled with concerns about auto emissions and federal government standards for fuel economy on new vehicles, have increased consumer interest in more energy efficient vehicles. Consequently, miles traveled per gallon of gas have steadily risen. A 1970 gas tax penny might have been four percent of the price of a gallon of gas, and supported 12 miles of travel. The same penny in 1989 is one percent of the price of a gallon of gas, and supports 40 miles of travel. Unfortunately, costs for construction and maintenance have risen with inflation, increasing the cost to provide and maintain the facilities used for such travel.

Pierce County has a total of over 100 projects included in its Six Year Road Program, with a total estimated cost of $84.5 million. Of this total, only $46.8 million, or little over half of the total, has been funded. At the state level, the recently completed Road Jurisdiction Study estimated that the state-wide need for repair, rehabilitation and maintenance of the transportation system in Washington state is between $28.3 billion and $33.6 billion for the period 1987 through 2000. Of that, about one third is needed for an existing backlog of work which should be performed immediately. These figures do not include the costs for any expansion of capacity in the system to meet increased demand.

FINANCE AND PRIORITIZATION GOALS

The policies developed to address financial issues are oriented toward providing adequate funding to expand and maintain the county's transportation system, and to establish an equitable and consistent means to determine priorities for transportation expenditures. Specific goals regarding transportation issues are presented below.

- **To distribute transportation costs and benefits equitably,**
- **To keep the costs of transportation as low as possible for those who use transportation facilities and services,**
- **To provide for consistency and fairness in establishing priorities for transportation expenditures,**
- **To obtain the maximum return from the expenditure of county funds, and**
- **To promote the wise use of limited resources such as land, fuel and money.**

FINANCE AND PRIORITY POLICIES

The Finance and Priority policies are divided into two major categories: (1) Financing Strategies, and (2) Priorities. Each area includes several different policies that address various aspects of each major subject area. The following sections of this chapter include information on the transportation issues that led to the development of the policies, as well as information on current conditions and policies used by the county regarding transportation funding decisions. The recommended policies are included within each section.

FINANCING STRATEGIES

This section addresses issues related to overall funding strategies for transportation improvements and projects in Pierce County; for example, expanding the pool of resources available for transportation expenditures through reallocation of existing sources to increase the proportion of funds coming to Pierce County, or creating new sources of funds to supplement existing sources. Other aspects include developing long range strategies to finance transportation needs, pursuing the most cost effective solutions to transportation problems, and establishing the broad framework within which the county makes financial decisions.

Current Funding Sources

Pierce County relies on a wide array of funding sources to support transportation improvements. These include federal, state, county, local, private, and other sources as described below.

Federal

- Federal Aid Urban (FAUS) - Approximately $1,000,000 annually, with an 80/20 matching ratio - used for projects within the urban boundary;
- Federal Aid Secondary (FAS) - Approximately $200,000 annually with 80/20 matching ratio - used for projects outside urban boundary; and
- Federal-Aid Safety Program (FASP) - Competitive basis, no annual allocation.

State

- Motor Vehicle Fuel Tax (Gas Tax) - Approximately $7 million annually for administration, maintenance or construction of county roads.

County

- Road Fund Levy - In 1989, Pierce County levied property at a rate of $2.10 per $1,000 of assessed valuation, which generated approximately $8.6 million; $1 million to the general fund, $3.5 million for law enforcement, and $13.5 million to the road fund;
- Road Improvement Districts (RIDs) - property owners' funds matched with county funds for local improvements; and
- Real Estate Excise Tax - 1/4 of 1 percent of the sale price of property transactions within the county.

Private

- Private Roads;
- Contributions by developers to mitigate development impacts on public roads and transportation facilities.

Transportation Operators - Public and Private

- Motor Vehicle Excise Tax (MVET) - returned by the state to qualifying transit districts for capital and operating expenses;
- Sales Tax - 3/10th of one percent collected for Pierce Transit - used for capital and operating expenses;
- Federal Urban Mass Transportation Administration (UMTA) funds - allocated to operators for capital and operating expenses; and
- Fare Box Revenues.

Overview of Six Year and Annual Road Programs

The state requires each city and county to update its Six Year Road Program annually and file a copy of the adopted program with the Secretary of Transportation (Revised Code of Washington, RCW 33.77 and 36.81). In addition, the Federal Highway Administration requires all agencies within a Metropolitan Planning Organization (MPO) to develop and update their long range Transportation Improvement Plans (TIP's) and their Annual Elements on an annual basis. These state and federal requirements were implemented to ensure that each city and county shall have current plans available for a coordinated transportation improvement effort that include all projects, regardless of funding status.

The projects listed in the Six-Year Road Program are included as a result of the Urban and Rural Arterial Priority-Array studies prepared by the county. These studies evaluate input

from various divisions of the county Public Works Department, other county and city departments, local organizations, citizen groups and private individuals. The factors used to determine priorities, as well as the amount of revenue available for road construction activity, can and do change from year to year. The criteria for rating specific improvements include, but are not limited to, the following factors:

- The facility's structural ability to carry loads upon it;
- Its capacity to move traffic at reasonable speeds;
- Its adequacy of alignment and related geometrics;
- Its accident history; and
- Special uses or needs.

The annual element of the road program is the set of improvements with the highest priority which can be budgeted and constructed, designed, acquired, or studied within the following year. It may also include projects begun in an earlier year and carried over from a prior year's construction or phasing. The Six-Year Road Program is not intended to be a plan which requires strict adherence. It is intended as a program guide indicating needed improvements and their estimated costs.

Each year the Six-Year Road Program is divided into two sections. The first section shows those projects which, in accordance with present revenue projections, can be funded. The second section shows those projects which have an identified need, but can not be funded within projected funding levels. Within this second section, those projects which may be eligible for state or federal funds are noted.

Policy Summary

The Committee developed several policies to address identified transportation financing strategy issues. The policies include specific recommendations to secure adequate funds for transportation, and guide the allocation of those funds to specific projects.

Securing Adequate Funds for Transportation: Four major strategies are discussed in the policies. The first is to stretch existing funds as far as possible by improving cost efficiencies for transportation expenditures. Some of the specific means to accomplish this are discussed in policies located in other sections of this report such as the transportation system management policies included in the chapter on Standards and Capacity, policies on the provision of transportation facilities and services in the Coordination Chapter, and others.

Another way to stretch existing financial resources is to eliminate the diversion of the County Road Fund to non-transportation purposes, and restrict its use to directly related transportation

purposes. For some time the county has been using the Road Fund revenues to pay for other county needs. The increasing concern for additional funds to meet transportation needs has led to a reevaluation of this policy and a decision by the county to eliminate the diversion over the next several years. These policies endorse that decision and call for the future restriction of the road fund revenues to transportation purposes.

The second major strategy to secure adequate funds for the transportation system involves the reallocation of funds from existing state and federal sources. Pierce County has long been a "net donor" county in terms of gas tax funds; i.e., the county generates more gas tax than it receives back from the state. The formulas used to distribute funds from these sources need to be revised to ensure a more equitable distribution of gas tax revenues.

The third major strategy addressed by these policies is to identify and secure new funding sources for transportation. This could include a wide variety of funding sources such as:

- Changes in state law to allow new funding sources for the county such as road utility districts, toll roads, and other types of local option financing mechanisms;
- Cost sharing with other jurisdictions such as municipalities, adjacent counties, and the state to finance transportation improvements;
- Nurturing the growing partnership with the private sector to provide the transportation facilities and services necessary to serve growth. This could occur through an impact mitigation fee system, or through voluntary cost sharing arrangements between the public and private sectors;
- Road Improvement Districts (RIDs) to generate additional funds for local improvements.

Impact Mitigation: The second major strategy addressed by these policies is the development of an impact mitigation plan.

One promising source for funding transportation improvements needed to serve future growth in Pierce County is a requirement for off-site traffic impact mitigation for all new developments. "Mitigation" simply means the reduction, accommodation or elimination of adverse impacts. Private developments have historically been required to make improvements on their property or along their frontage so that the development does not create problems for its users or its neighbors. More recently, developers are being asked to fund improvements away from their site at locations where traffic generated by their development(s) creates traffic congestion and safety problems, or exacerbates existing ones.

The legal authority for off-site traffic mitigation is well established under sections of the State Environmental Policy Act (SEPA) (RCW 43.21) which allows jurisdictions to impose conditions to mitigate adverse impacts identified in environmental documents. These conditions and findings of adverse impacts must be based on adopted County policies dealing

with standards and definitions of adequacy for transportation facilities, and definitions of significant adverse impacts.

Traffic mitigation can take many forms. Common conditions on development include: dedication of rights-of-way for transportation facilities, construction and dedication of public roads on-site, and payments for construction of portions or all of new or improved facilities off-site. A good example would be a requirement for a developer to construct a public street linking his site with a nearby arterial and install a traffic signal at the newly created intersection.

Impact mitigation cuts across the various policy categories in this document. It has direct links to Land Use (making private development pay its "fair share" of traffic improvements), Standards and Capacity (the definition of an "adequate" road system), Coordination (involving many public agencies and private land owners in developing an equitable system), Planning (ensuring an adequate transportation system to accommodate expected growth in Pierce County) and, of course, Finance (paying for needed facilities). The need for, and level of, required traffic mitigation are based on Road Adequacy Standards -- this is the first step in the process. Once the adequacy standards are established, equity becomes the major issue.

Equity deals with several key points: balancing public and private funding share for needed facilities; achieving a "fair share" distribution of transportation costs among private developments; and establishing threshold levels for requiring mitigation. Pierce County has a responsibility to provide a basic level of transportation services to its current residents as well as to developments already approved by the County. New development should not be burdened with paying for existing transportation needs in addition to needs created by their projects. One legal test applied to impact mitigation is the rational nexus test which states that there must be a reasonable connection between those paying for a new facility and those benefitting from it. Thus, mitigation conditions are only valid if: (1) the improvements are necessitated by the new development; (2) the fee charged, or degree of mitigation required, bears a reasonable relationship to the costs of facilities to serve the new development; and (3) any mitigation fees collected are spent to build facilities benefiting the development.

Equal treatment regarding mitigation conditions on private property owners is necessary so that certain owners do not benefit at the expense of others. Spreading the costs of new roads and transit facilities among land developers so each pays their fair share is a difficult task. If adequacy standards alone are used, then the first developers in a growing area may pay nothing and the last developer may be required to bear the cost of major facilities because his project pushes the traffic congestion just over the established levels for an "adequate" roadway. Subsequent developments may then reap the benefits of excess capacity until another threshold is reached.

The cumulative traffic needs of a series of small developments may be greater than the impacts created by a single large development. Thus, large developers may be hit with major traffic improvements while small developments pay little or nothing. However, it is likewise unfair

to overburden small developments which do not have the financial resources to afford extensive off-site mitigation.

The best way to avoid the inequitable situations above is through a long range, comprehensive transportation plan for each portion of the county. The plans should be developed to accommodate forecasted development in the area and the costs of recommended improvements divided between public and private sources; with the private share proportionately spread among new developments as they are proposed. The Local Transportation Act of 1988 provides a variety of funding mechanisms for achieving a "fair share" balance of transportation improvement costs.

Guidelines for Allocating Funds: The third major area covered by these policies involves the development of general guidelines for allocating funds. More specific guidelines for prioritizing or ranking individual transportation improvements are included in the next section of this chapter. The purpose of these policies is to establish the broad framework in which transportation funding decisions are made, and provide some general principles for the allocation of county funds for transportation purposes.

These policies call for the development of long term strategies to secure and allocate funds to meet the county's ongoing obligation of providing and maintaining an adequate county transportation system. Some of the more specific strategies covered in the policies may take several years to implement, and some of the major improvements needed in the county may require long range phasing and financing plans for implementation. Therefore the county needs to look beyond the one to six year horizon covered by the Road Program to anticipate longer range needs and provide for them.

Another guideline for the allocation of funds is to use the county's funds as match to obtain state and federal funds. Such leveraging of county funds will allow the county to stretch locally generated funds further. As mentioned earlier in this chapter, some federal funding sources require a 20 percent match. When the county obtains such funds they are essentially getting an 80 percent discount in the cost of providing transportation improvements.

Finally, the policies call for using the priority process (described in the next section of this chapter) and the financing strategies to coordinate the planning, implementation and budgeting processes of the county with those of other jurisdictions (such as cities, the state and adjacent counties). This will help to ensure consistency in the ranking and implementation of transportation programs throughout the larger region.

The Policies

48. Responsibility for Transportation Network

Pierce County is responsible for providing and maintaining a basic network of transportation facilities and services. The County seeks to equitably distribute costs and benefits among all modes of travel (to encourage the growth of a balanced, multi-modal transportation system), and to allocate resources fairly and equitably to all areas of the County.

49. Cost Effective Solutions

Pierce County seeks to keep the costs of providing and maintaining adequate transportation facilities as low as possible by emphasizing the most cost effective solutions to meet transportation needs and by equitably distributing the costs for providing the improvements in proportion to the benefits received.

50. Impact Mitigation

Pierce County recognizes that the mitigation of development impacts is the shared responsibility of the public and private sectors. The county requires that developers of land along identified transportation corridors contribute their fair share towards transportation improvements necessitated by their development(s). Impact mitigation efforts may include:

- *Pierce County taking the lead in forming a group of concerned citizens, policy level officials from affected jurisdictions, developers, and other interested parties to develop an impact mitigation plan;*
- *Requiring that developers assist the county and other jurisdictions in the provision of additional transportation facilities and services needed to serve new developments in proportion to the impacts and needs generated by their projects; and*
- *Allowing developers to use lower rates in estimating traffic impacts if a development's access to transit can be shown to result in lower traffic generation rates.*

51. Sources of Funds

Pierce County works to secure adequate long-term funding sources for transportation through a variety of methods, including:

- *Changes in state law to allow additional funding sources such as road utilities and local option financing mechanisms;*
- *Lobbying the state legislature for a more equitable distribution of state funds generated by a jurisdiction and received by that jurisdiction;*
- *Eliminating the diversion of the Pierce County Road Levy to non-transportation uses, and restricting its use to right-of-way acquisition and the design, construction and maintenance of transportation facilities;*
- *Encouraging public/private partnerships for financing transportation projects which remedy existing problems, or which foster economic growth in Pierce County;*
- *Sharing costs with other jurisdictions for needed improvements that solve shared transportation problems;*
- *Sharing costs with private developers who want to accelerate construction of particular transportation improvements or for additional transportation facilities and services needed to serve new developments, in proportion to the impacts and needs generated by individual projects; and*
- *Encouraging the use of Road Improvement Districts by local residents to upgrade private roads to meet County public road standards.*

52. Funding Strategies

Pierce County's overall funding strategy is to provide greater flexibility and equity in transportation revenues and expenditures, and to look beyond immediate needs to longer term strategies to secure adequate financing. Pierce County strives for maximum leverage of County funds by pursuing non-county funding sources for transportation projects and using County funds for local matching funds.

53. Project Programming

Pierce County incorporates its priority process into specific planning and implementation documents such as the Capital Improvement Program, the Annual Road Program, the Six Year Road Program, the Regional Transportation Plan prepared by the Puget Sound Council of Governments, the State Transportation Plan prepared by the Washington State Department of Transportation, plans of local jurisdictions in Pierce County, and the sub-area plans for Pierce County.

PRIORITY PROCESS

Pierce County does not have sufficient resources to construct all needed transportation improvements. At the same time, many areas of the county are experiencing rapid growth, leading to more pressing needs for significant improvements in the county's transportation system. The county is faced with limited funds at the local, state and federal levels, and increasing competition for these funds. Tax payers, who are being asked to approve increases in taxes for transportation improvements, have become increasingly insistent in their questioning of the ways in which transportation funds are allocated and spent. As described in the recently completed state-wide Road Jurisdiction Study, public agencies will have difficulty in financing the necessary repair and maintenance of the existing transportation system, much less expand it to meet the travel demands of a rapidly growing region.

Consequently, it has become increasingly important for agencies to develop and use objective, systematic and defensible means to allocate resources for transportation purposes. This ensures that the most serious needs will be addressed first, and other needs will be addressed as funds become available. These policies provide a general framework for Pierce County's transportation priority process. Major aspects of the process include:

- County-wide identification of problems;
- Systematic evaluation and ranking of identified problems;
- Identification and ranking of solutions to identified problems;
- Broad review of problems and recommended solutions by interested parties; and
- Incorporation of priority results into the CIP, TIP and other county budgeting documents.

Characteristics of the Priority Process

The keys to a successful priority process are: agreement on criteria, consistency in their application, and the ability to respond to changing conditions. The decision process itself must be precise and clear so that the public, as well as agency staff, can understand it and participate effectively in it. The process must be equitable in distributing transportation resources around the county and in matching costs paid to benefits received by all parties. These issues are important because they allow potential investors in the county, as well as the general public, to understand how the county is going to invest public dollars. Private investors can then make better informed decisions regarding their own plans, and coordinate land development with improvements to the transportation system.

General Priority Direction

The criteria currently used by the county to decide which projects should be included in its Road Program were summarized in the previous section of this chapter. They emphasize performance characteristics of individual facilities slated for improvements such as safety, congestion, structural adequacy, general condition, and so forth. These criteria have been incorporated into the recommended priority process, along with some additional criteria to broaden the scope of the evaluation and ranking of potential improvements.

In addition to outlining a prioritization process and specific criteria to be used in this process, the policies give general direction for transportation priorities. The location and type of transportation projects which receive generally higher priority are critical policy issues. The most cost effective approach for the prioritization of expenditures is to maintain and enhance existing transportation facilities, rather than to build new ones; and to channel transportation dollars into the congested urban areas of the county before embarking on major transportation improvements in low density rural areas. As in any process, there will be exceptions to these general policies, since the actual budgeting process is a complex combination of decisions designed to take maximum advantage of financial opportunities that exist at any given time. Special considerations (such as availability of funds, timing of a project, or public support or opposition) may influence the ranking of individual projects.

The Policies

54. Priority Process

Pierce County uses a standardized, well documented priority process to establish clear priorities for transportation expenditures in the County. The process is clearly stated so that all participants and the general public can easily understand the process and the recommendations that result from its use. Pierce County encourages public input in the priority process and provides opportunities for review and comment by the community regarding the County's priorities. Pierce County coordinates with and includes other jurisdictions in determining its priorities for transportation improvements.

55. Maximizing Use of Resources

Pierce County's priority process is sufficiently flexible to allow staff to maximize the use of county resources and those from other sources. In order to enhance the County's likelihood of receiving outside funds for transportation purposes, the priority process incorporates the criteria used by agencies or departments that may provide significant funds to Pierce County, such as the Transportation Improvement Board.

56. Updating Priorities

Pierce County conducts a comprehensive evaluation and assessment of its transportation priorities every six years. Updates are prepared annually and incorporated into the Capital Improvement Program, the Annual Road Program, the Six Year Road Program and the County Budget.

57. Improvement Priorities

Pierce County prioritizes transportation improvements based on the following criteria:

- *FIRST: To maintain or upgrade existing transportation facilities to serve existing residents and business at acceptable levels of service;*
- *SECOND: To upgrade or build new transportation facilities to encourage and support growth and economic development in the more urban areas of the County; and*
- *THIRD: To upgrade or build new transportation facilities in the more rural areas of the County to serve large lot, low density residential development at appropriate service levels.*

58. Expenditure Priorities

Pierce County prioritizes transportation expenditures to provide for:

- *Adequate maintenance of the existing transportation system to prevent deterioration of capital facilities and to avoid the need for major reconstruction of roads and bridges;*
- *Remedial actions to correct known safety hazards, repair physical deficiencies in the road system, and improve traffic operations through low cost improvements;*
- *Replacement of bridges, roadways and other capital facilities which are near or past the end of their useful lives, or that may become structurally unsound in the near future;*
- *Widening of existing roadways to alleviate existing capacity problems; and*
- *Construction of new roadways to accommodate expected growth in travel demand.*

59. Ranking Projects

Pierce County uses a consistent process to determine capital project priorities that includes the following steps:

1. *Comprehensive identification and ranking of transportation problems throughout the County using the following criteria, in order of priority:*
    - *Safety/Accidents*
    - *Congestion and Level of Service*
    - *Incomplete roadway system (links in the system are missing or inadequate)*
    - *Through traffic negatively impacting neighborhoods*
    - *Incomplete transit system*
    - *Environmental concerns*
    - *Incomplete pedestrian system*
    - *Incomplete bicycle system*
    - *Incomplete ferry system*
2. *Identification and evaluation of the transportation improvements needed to address identified problems.*

3. *Development of specific transportation improvement recommendations which rank individual projects using the following set of criteria in order of priority:*

- *Safety*
- *Transportation system completeness*
- *Economic feasibility*
- *Capacity/congestion*
- *Integration with other agencies' or other County plans*
- *Cost effectiveness*
- *Encouragement of alternatives to Single Occupancy Vehicles*
- *Number of people affected by the proposed improvement*
- *Technical feasibility of the proposed improvements*
- *Ability to acquire additional outside funds through leveraging of County resources*
- *Environmental considerations. Level of problem to be addressed by proposed improvement*
- *Community support/opposition to proposed improvement*
- *Inclusion of proposed improvement in a multi-jurisdictional project*
- *Impact of proposed improvement on economic development*

4. *Implementation of recommendations based on a schedule and financing strategy.*

APPENDICES

PIERCE COUNTY TRANSPORTATION PLAN

APPENDIX A

West Corridor Project Recommendations

RESOLUTION NO. EB 89-__

A RESOLUTION of the Executive Board of the Puget Sound Council of Governments in Support of Improved East-West Passenger Ferry Transportation

WHEREAS, it is in the general public interest to support efficient and effective high capacity transportation systems that reduce traffic and related negative environmental, aesthetic, safety and regional financial impacts associated with single occupant vehicle travel; and

WHEREAS, it is desirable to increase high quality transportation connections on Puget Sound waterways where ferry service provides an alternative to increasing highway capacity; and

WHEREAS, the Puget Sound Council of Governments has supported federal transit financing of passenger-related ferry capital improvements; and

WHEREAS, passenger-only ferry service implements existing public transportation policy and, if implemented sensitively with the participation and approval of directly affected communities, provides a maritime use for urban waterfronts and may lead to improved patterns of development around the central Puget Sound region; and

WHEREAS, cross-Sound bridges have been included in previous Regional Transportation Plans and have been removed by public policy action and, therefore, will not be considered as alternatives to ferry service; and

WHEREAS, the West Corridor Project, under the policy guidance of the West Corridor Steering Committee, has studied cross-Sound ferry passenger service needs through the year 2020 and has developed policies and recommendations;

NOW, THEREFORE, the Executive Board of the Puget Sound Council of Governments hereby resolves as follows:

Section 1. West Corridor General Policies as shown in Attachment A are recommended for consideration and subsequent adoption as part of the Regional Transportation Plan following appropriate procedures for review and adoption.

Section 2. West Corridor Terminal Design Policies and Criteria as shown in Attachment B are recommended for consideration and subsequent adoption as part of the Regional Transportation Plan following appropriate procedures for review and adoption. These policies and criteria should be used in current terminal siting discussions in Edmonds and Fauntleroy.

Section 3. The following new passenger-only ferry routes are recommended for immediate consideration and subsequent adoption as part of the Regional Transportation Plan following appropriate community and jurisdictional review and approval:

1. Southworth to Seattle central business district (CBD)
2. Kingston to Seattle central business district (CBD)
3. Gig Harbor to Tacoma central business district (CBD)
4. Clinton to Everett central business district (CBD)

Section 4. The following passenger-only ferry routes should be considered as alternatives to the expansion of vehicle/passenger ferry facilities as demand continues to expand on these existing routes.

1. Winlsow to Seattle central business district (CBD)
2. Kingston to Edmonds

Section 5. The following passenger-only ferry routes are recommended for review and evaluation as part of the Regional Transportation Plan Update, which includes analysis of overall transportation system needs and land use impacts beyond the year 2000.

1. Clinton to Edmonds
2. Suquamish to Seattle central business district (CBD)
3. Silverdale to Seattle via Bremerton

Section 6. The following north-south passenger-only ferry routes are recommended for consideration as part of the High Capacity Transit Corridor Study as alternative modes of travel in the parallel mainland travel corridors.

1. Tacoma central busiess district (CBD) to Seattle central business district (CBD)
2. Everett central business district (CBD) to Seattle via Mukilteo and Edmonds

Section 7. Improved pedestrian and transit linkages between the Seattle Terminal and major regional transit routes should be investigated. Possible improvements should include consideration of bus shuttle/circulator, people mover and covered/traffic-separated pedestrian ways.

Section 8. An interlocal agreement should be drafted and signed by Washington State Ferries and the transit agencies of the central Puget Sound region. Such agreement shall specify actions by each party that will further the policies and recommendations of the West Corridor. Such agreement should be expanded in the future to include land use issues and the local jurisidictions of the region responsible for carrying out land use decisions.

Adopted by the Executive Board this ___ day of _____, 1989.

_____
County Executive Tim Hill
President, PSCOG

ATTEST:

_____
Curtis R. Smelser
Executive Director, PSCOG

ATTACHMENT A

WEST CORRIDOR GENERAL POLICIES

1. Encourage the increase of high quality, dedicated transit service on central Puget Sound waterways to meet growing commuter demand as an alternative to increasing vehicle capacity on the transportation system.

2. Assure that cross-Sound facilities and services are planned and implemented with the participation and approval of directly affected communities.

3. Promote improved cross-Sound transit/ferry service with consideration of route speed, technology, automation, capital to operating ratios, and private-sector operation.

4. Encourage the operation of transit and ridesharing programs that optimize mass transportation service connections and transfers at designated ferry terminals.

5. Coordinate city, county, and state transportation facilities planning with cross-Sound service planning to optimize multi-modal service connections and transfers at ferry terminals.

6. Formalize cooperation for transit providers to establish and ensure consistency in mission and operation among ferry, transit, and associated highway facilities and services.

7. Formalize cooperation between local general-purpose governments and cross-Sound transportation service operators to ensure compatible and complimentary land use decisions.

ATTACHMENT B

TERMINAL DESIGN POLICIES AND CRITERIA

A. Policy: Of utmost importance is an overall design that is acceptable to the surrounding community.

Criteria:
1) Maximize view corridors, if desired by the community.
2) Allow maximum access to the waterfront, if desired by the community.
3) Pleasing, architecturally compatible appearance.
4) Conformance with local plans, policies, and programs.

B. Policy: Ensure comfortable and convenient terminal facilities.

Criteria:
1) Maximum protection from inclement weather for transfer among modes (includes waiting areas and covered walkways).
2) Minimum grade changes for transfer among modes.
3) Minimum walking distances among modes.
4) Minimum interference of pedestrian circulation due to obstacles or indirect routing.
5) Handicapped accessible designs.
6) Restroom/lounge facilities for users.

C. Policy: Ensure effective connections among transportation modes.

Criteria:
1) Direct and effective connections among bus, rail, taxi, auto parking, auto dropoff, pedestrian, bicycle, motorcycle, and auto ferry.
2) Adequate intermodal facilities that function as a system and serve each mode effectively.
3) Design priority given to ferry/transit connections and preferential parking access for high occupancy vehicles.

D. Policy: Provide effective and safe traffic circulation in and around the terminal.

Criteria:
1) Maximum consideration for the community's circulation requirements.
2) Maximum circulation efficiency for all modes.
3) Separation of buses and cars with priority for buses.
4) Separate pedestrian and vehicle modes.
5) Design with attention to personal security.

E. Policy: Ensure acceptable appearance of the terminal to the user.

Criteria: 1) Provide pleasing, comfortable and functional people-oriented accommodations.
2) Incorporate art and innovative designs.
3) Incorporate designs that minimize vandalism.

F. Policy: Maximize cost-effectiveness of the terminal.

Criterion: 1) Ensure affordable designs.

Note: The Technical Report for the West Corridor Project contains illustrations that are hypothetical examples of the types of designs that might be appropriate in some of the proposed ferry terminal locations. Each site will require unique design solutions that consider all of the above listed criteria as well as additional local policies and criteria that respond to the specific needs of affected jurisdictions. The full range of possibilities cannot be illustrated. However, the wide variety of designs is apparent and the illustrations provide ideas that can be used as a starting point in the design process.

APPENDIX B

Washington State Rail Development Commission Recommendations

RECOMMENDATIONS:

STATE FREIGHT RAIL PLANNING POLICY

The Washington State Department of Transportation and the Washington State Utilities and Transportation Commission provide guidance on freight rail planning, intrastate rates, safety, and service issues, contingent upon conformance with federal regulations. State statutes also enable county rail districts and port districts to provide freight rail service. Several state laws and regulations have not adequately addressed the issues and problems of the changing rail industry. The Commission's recommendations with respect to the state's freight rail policy are listed below.

1. The Washington State Department of Transportation shall continue its responsibility for the development and implementation of the State Rail Plan and programs, and the Washington State Utilities and Transportation Commission shall continue its responsibility for intrastate rates, service, and safety issues.

2. The Washington State Department of Transportation shall maintain an enhanced data file on the rail system and shall, upon request, provide technical assistance to state agencies and local interests, including

   — abandonment cost/benefit analyses;

   — assistance in formation of county and port rail districts; and

   — feasibility studies for rail service continuation and/or rail service assistance.

   Proprietary annual station traffic data from each railroad and modal use of major shippers shall be obtained to the extent that such information is available.

3. The Washington State Department of Transportation, with funding authorized by the Legislature, shall develop a cooperative process to conduct community and business information programs and regularly disseminate information on rail matters. The following agencies and jurisdictions shall be involved:

   — the State Departments of Community Development and Trade and Economic Development;

   — local jurisdictions and local economic development agencies; and

   — other interested public and private organizations.

4. The Washington State Department of Transportation, the Washington State Utilities and Transportation Commission, and other appropriate state agencies, in cooperation with the railroads, labor, and shippers, shall review and update as necessary Washington's statutes and regulations to reflect current transportation practices, technology, equipment, operations, and safety concerns. These include, but are not limited to, the following:

— Washington Administrative Code

Chapter 480-63:	railroad weighing regulations
Chapter 480-66:	sanitation requirements

— Revised Code of Washington

Chapter 36.01:	county economic development programs
Chapter 36.60:	county rail districts
Chapter 43.31:	state department of trade and economic development
Chapter 43.165:	state community revitalization efforts
Chapter 47.76:	rail freight service
Chapter 53.08:	port districts
Chapter 81.00:	common carrier and railroad provisions

Summary

The Commission supports the current freight rail-related roles of the Washington State Department of Transportation and the Washington State Utilities and Transportation Commission, while calling for maintenance of an enhanced freight rail data file to support state and local interests with respect to rail service. The Washington State Department of Transportation shall develop a cooperative process with state and local agencies and jurisdictions to conduct community and business information programs and regularly disseminate information on rail matters. The Washington State Department of Transportation, the Washington State Utilities and Transportation Commission, and other appropriate state agencies shall work with the railroads, labor, and shippers to bring state statutes and regulations up-to-date with current transportation practices.

RECOMMENDATIONS:

FREIGHT RAIL PRESERVATION PROGRAM

Line abandonments affect public and private sector interests through economic development and local employment impacts, higher shipping fees, and increased highway and road costs due to greater truck traffic. Likely candidates for abandonment can be detected early and, with public and private cooperation, retention of rail service on some of these lines is possible. The state and local communities may also wish to preserve abandoned rail rights-of-way for future rail or other transportation use. The following recommendations provide an outline for state and local efforts to address the impacts of line abandonments and to initiate rail service and corridor preservation efforts, where appropriate.

1. The state, counties, local communities, railroads, labor, and shippers all benefit from continuation of rail service and should participate in its preservation.

2. Lines which provide benefits to the state and local jurisdictions, such as avoided roadway costs, reduced traffic congestion, economic development potential, environmental protection, and safety, should be assisted through the joint efforts of the state, local jurisdictions, and the private sector.

3. The Washington State Department of Transportation shall continue to monitor the status of the state's light density line system through the State Rail Plan and various analyses, and shall seek alternatives to abandonment prior to Interstate Commerce Commission proceedings, where feasible. The Washington State Utilities and Transportation Commission shall intervene in such proceedings when necessary to protect the state's interest.

4. As conditions warrant, the following criteria shall be used for identifying the state's essential rail system:

   — established regional and short line carriers (excluding private operations which are not common carriers);

   — former state project lines (lines that have been studied and have received funds from the state and federal governments);

   — lines serving major agricultural and forest product areas or terminals (generally within a 50-mile radius of producing areas) and sites associated with commodities shipped by rail;

   — lines serving ports, seaports, and navigable river ports;

   — lines serving power plants or energy resources;

- lines used for passenger service;
- mainlines connecting to the national and Canadian rail systems;
- major intermodal service points or hubs;
- Strategic Rail Network (military).

5. Local jurisdictions may implement rail service preservation projects in the absence of state participation.

6. Statutes relating to state freight rail service in Chapter 47.76 RCW shall be amended as follows, with respect to rail banking situations in which it is not practicable to implement or continue freight rail service operations until some future date and the line's right-of-way is available for purchase and/or meets the criteria of Chapter 47.76 RCW:

   - The Washington State Department of Transportation shall preserve rail corridors for future rail service by purchasing the rights-of-way with funds specifically allocated within the Essential Rail Bank Account.
   - Acquisition of rights-of-way may also include track, bridges, and associated elements.
   - All corridors purchased under the Rail Bank Program shall be identified by the Washington State Department of Transportation.
   - All corridors acquired by municipalities by donation or reversion for future rail use shall be identified in the Rail Bank Program.

   If it is determined that the rail rights-of-way are more appropriately utilized for purposes other than rail service, and nonrail funds for such purposes have been designated, the appropriate governmental agencies may acquire these through purchase, donation, and/or reversionary rights.

7. The Washington State Department of Transportation shall continue to monitor projects for which it provides assistance.

Summary

The freight rail preservation recommendations call for a cooperative effort between the state, counties, local communities, railroads, labor, and shippers to preserve rail lines which generate social and economic benefits to those parties. The Washington State Department of Transportation, in conjunction with local interests, shall continue to monitor the state's light density system and will seek alternatives to abandonment prior to Interstate Commerce Commission proceedings. Finally, provisions of the state's Rail Freight Service Statutes shall be clarified, including acquisition of abandoned corridors, interim and future uses of rights-of-way, and funding procedures.

RECOMMENDATIONS:

FINANCING SOURCES/MECHANISMS FOR PUBLIC FREIGHT RAILROADS

Approximately one-half of the states in the nation provide some form of rail funding or assistance, usually in cooperation with local jurisdictions. Revenue mechanisms include state bonds, loans, transportation funds, gasoline taxes, legislative subsidies, and general fund revenue. Most states help finance rail rehabilitation, about one-half pay for rail acquisition, and a few directly subsidize operations. State financial assistance to railroads in Washington is limited by the State Constitution, which restricts the state from lending its faith and credit to private enterprise. The state may consider alternatives other than amending the Constitution, however, and the following recommendations include:

1. State funding for rail service preservation shall be related to state benefits, including reduced state and county highway maintenance and repair costs, increased economic development opportunities, job preservation, and safety considerations, and shall be contingent upon appropriate local participation.

2. The Washington State Department of Transportation shall implement a program for freight rail coordination, planning, and technical studies with legislative appropriations from transportation funds, general funds, or other sources. (*See* Appendix Three, Exhibit One for the proposed biennium budget.)

3. A. The state shall implement a multiyear freight rail assistance program, totaling $21.8 million. The program shall be funded through the Essential Rail Assistance Account (totaling $4.7 million in the first biennium) and a new Essential Rail Banking Account (totaling $2.2 million in the first biennium). Monies in the Essential Rail Assistance Account may provide up to 80 per cent in matching loans to county rail districts and port districts for the following purposes:

   — acquiring, maintaining, or improving branch rail lines;

   — construction of transloading facilities to increase business on light density lines or to mitigate the impacts of abandonment;

   — operating railroad equipment necessary to maintain essential rail service; and/or

   — preservation of viable light density lines, as identified by the Washington State Department of Transportation, in compliance with Chapter 47.76 RCW.

B. Monies in the Essential Rail Banking Account may be used to provide the Washington State Department of Transportation's up to 80 per cent matching funds to purchase unused rail right-of-way that meets the following criteria:

— the right-of-way has been identified, evaluated, and analyzed in the State Rail Plan prepared pursuant to Chapter 47.76 RCW;

— the right-of-way has been abandoned and is available for acquisition;

— the right-of-way has potential for future rail service; and

— reestablishment of rail service in the future would benefit the State of Washington.

C. The Washington State Department of Transportation may exercise its authority to use Essential Rail Banking Account monies for the above purposes only with legislative appropriation or upon receipt of a donation of funds sufficient to cover the property acquisition and management costs. The Department may receive donations of funds for the above purposes, which shall be conditioned upon, and made in consideration of, the repurchase rights contained in RCW 47.76.040. Nothing in this recommendation shall be interpreted or applied so as to impair the reversionary rights of abutting landowners, if any, without just compensation.

D. Given the proposed expenditures and loan repayments (ten years for capital projects and five years for emergency loans), the Commission recommends the following biennial budget allocations:

ESSENTIAL RAIL ASSISTANCE ACCOUNT

(Dollars in Millions)

YEARS	AMOUNT
First Biennium (1989-91)	$ 4.7
Second Biennium (1991-93)	7.8
Third Biennium (1993-95)	7.1
TOTAL:	$19.6

ESSENTIAL RAIL BANKING ACCOUNT

(Dollars in Millions)

YEARS	AMOUNT
First Biennium* (1989-91)	$ 2.2
TOTAL:	$ 2.2

* Based upon costs identified in the 1986 amendment to the State Rail Plan. The Washington State Department of Transportation shall further identify potential rail bank candidates and propose future biennial appropriations.

The Washington State Department of Transportation shall evaluate program performance at the end of six years with respect to past and current conditions and future needs.

4. The Essential Rail Assistance Account and the Essential Rail Banking Account shall be funded from state transportation funds and/or general fund revenue, as well as other new sources. The accounts shall support projects with adequate local participation and which are in compliance with Chapter 47.76 RCW. Rail service preservation and improvement projects shall consist of acquisition, rehabilitation, new construction, and substitute service projects. Acquisition projects must be related to preserving a line that would otherwise be abandoned for future rail use; rehabilitation projects must result in measurable service improvements; and new construction or substitute service projects must be designed to increase business on a light density line or to mitigate the impacts of line abandonment.

5. The Washington State Department of Revenue, working with the Washington State Department of Transportation, shall study tax credits for railroad participation in rail service preservation or improvement projects implemented on the light density line system and report to the Legislative Transportation Committee its findings with respect to a potential tax relief program through Title 84 RCW for railroad operating properties.

6. The state shall continue to monitor federal rail policies and Congressional action and communicate to Washington's Congressional delegation and federal transportation agencies the need for a balanced transportation system and associated funding.

Summary

These recommendations call for Washington to assist its local communities in preserving freight rail service in relation to the benefits that will accrue to the state. The Legislature shall also establish and fund a six-year freight rail assistance program to preserve light density lines and a rail bank program to obtain and preserve rights-of-way for future freight rail use. State program monies shall be drawn from transportation funds or the general fund and distributed in accordance with procedures developed by the Washington State Department of Transportation to support projects with adequate local participation. Eligible projects include line acquisition, rehabilitation, new construction, or substitute service. The Washington State Department of Revenue shall study a potential property tax relief program to encourage railroads to preserve and/or improve service on light density lines.

RECOMMENDATIONS:

STATE POLICY ROLE IN RAIL TRANSIT DEVELOPMENT

Washington's key policy choices concern the level of state involvement in passenger rail service and how to implement a state passenger rail policy. Within the state's policy framework, local jurisdictions must be provided regional tools to address regional transportation problems. Washington should therefore define its institutional and planning role and provide for state and local cooperation. The Commission's state policy recommendations are described below.

1. The Washington State Department of Transportation's current policy role in transit should be expanded to include a funded work program for passenger rail development as one element of a multimodal transportation system.

2. City-owned transit systems, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas in counties outside the three-county central Puget Sound region (King, Pierce, and Snohomish Counties), may elect to establish rail service. Such agencies shall form a regional policy committee, with proportional representation based upon population distribution within the designated rail service area.

3. City-owned transit systems, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas in counties adjoining state or international boundaries are authorized to participate in the regional rail transit programs of an adjoining state or nation.

4. Regional rail service for the central Puget Sound region shall be established through the following process:

   A. Agencies (city-owned transit systems, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas) within the three-county central Puget Sound region (King, Pierce, and Snohomish Counties) seeking state funds or local-option rail funding authority shall establish regional rail service through interlocal agreements. Agencies in the three-county region which are currently authorized to provide rail transit planning and operating services must establish, through interlocal agreements, a joint regional policy committee with proportional representation based upon population distribution within each agency's designated service area, as determined by the parties to the agreement.

   The joint regional policy committee shall be responsible for the preparation and adoption of a regional rail system plan and an implementation program, including a financing package. The membership shall consist of locally elected officials who serve on

transit boards, including a representative from the Washington State Department of Transportation. Nonvoting membership for elected officials from adjoining counties may be allowed at the committee's discretion.

Rail service planning, construction, operations, and funding shall be governed through the interlocal agreement process, including provision for a cost allocation and distribution formula, line alignment, station area locations, right-of-way transfers, and feeder transportation systems. The interlocal agreement shall include a mechanism for resolving conflicts between parties to the agreement.

Interlocal agreements shall be executed within two years of the passage of this legislation. The joint regional policy committee shall present a rail plan and local funding program to the boards of directors of the transit agencies within the service benefit area for adoption. Transit agencies shall present the adopted rail plan and financing program for voter approval within four years of the execution of the interlocal agreements. A simple majority vote in any service district within each county is required for approval of the rail plan and financing program. Rail service may proceed in any service area approving the plan and program.

B. If the interlocal agreements have not been executed within two years from the date of this legislation, the designated metropolitan planning organization shall convene, within 180 days (with 30 days' public notice), a conference to be attended by an elected representative selected by the legislative body of each city and county in the three-county central Puget Sound region. The conference shall be for the purpose of evaluating the need for the development of rail service in the region and the desirability of a regional approach to such development. The conference may elect to pursue regional development through creation of a multicounty interim regional rail transit authority or to continue rail efforts on a subregional basis through established transit planning and operating agencies. Conference members shall be responsible for determining the structure and composition of any interim regional rail transit authority.

C. The conference may elect to form an interim regional rail transit authority, which shall propose a permanent authority for voter approval. Permanent regional rail authorities shall become the responsible agencies for rail planning, construction, operations, and funding within their service boundaries. Funding for a regional rail authority shall not affect the funding of existing city-owned transit systems, county transportation authorities, metropolitan municipal corporations, or public transportation benefit areas. State and local jurisdictions, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas shall retain responsibility for existing rail transit facilities and/or services unless they are transferred to the rail transit authority by interlocal agreement.

Pierce County Transportation Plan Summary

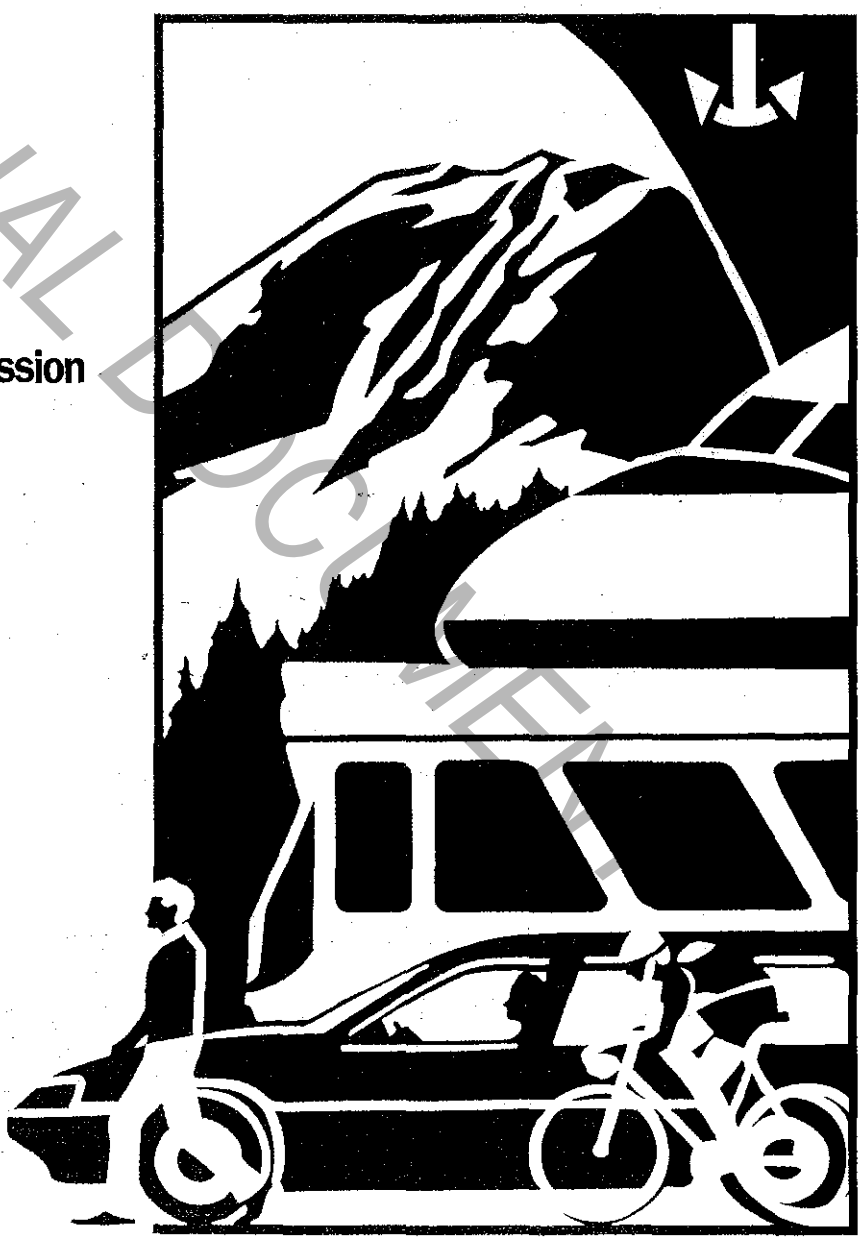
PRESENTED BY

Pierce County Transportation Advisory Committee

PRESENTED TO

Pierce County Executive
Pierce County Planning Commission
Pierce County Council

SEPTEMBER 1992



Transportation Tomorrow

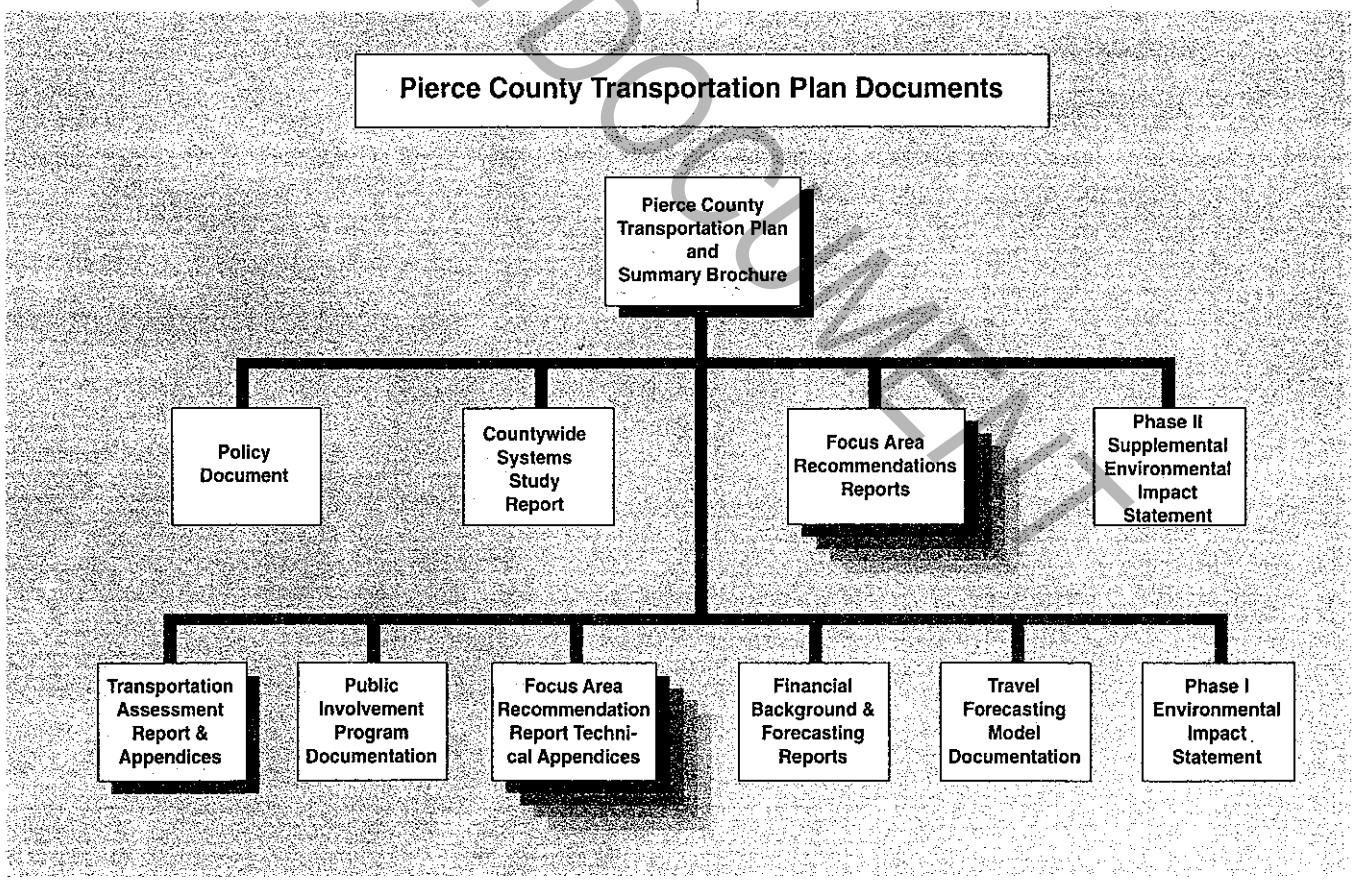
Over the last four years, Pierce County has been developing a plan to meet its future transportation needs. Without changes, today's transportation system will not be able to meet the challenges of the next several decades. In the coming years, both the number of people and the amount of travel in the county are expected to grow significantly, and more jobs and development are expected, too. The County must be ready to handle the greater transportation demands of the new growth. Otherwise, issues like congestion and air quality will become more acute, and the economic health and unique character of the community will be affected.

Creating a Framework

The Pierce County Transportation Plan was designed to be the guiding framewo for how the transportation system will look and operate in the year 2000 and be yond. The plan recommends actions to taken and states policies to guide future decisions. The long-term aim of the plan to move people and goods more efficiently by using all modes of transporta tion in a balanced and integrated manne

After the public review of the Transport tion Plan is complete, the document will be adopted by Pierce County. Eventually the Transportation Plan will become an element of Pierce County's Comprehensive Plan, now being developed.

This brochure summarizes key features of the Transportation Plan. The Pierce County Transportation Plan and a set of



other supporting documents are available from the Pierce County Public Works Department. Copies of the plan are also kept in the county's public libraries.

Listening to the Community

As the plan was being formed, hundreds of Pierce County citizens worked to develop solutions to transportation concerns. The plan's policies and recommended improvement projects were shaped by a public process that included citizen advisory committees, workshops and public meetings.

The citizen advisory committees were at the center of the planning process. Committee members were appointed by the County Executive and Council and met regularly in open public meetings. The Pierce County Transportation Advisory Committee (PCTAC) guided the planning process and provided a countywide viewpoint, and the Focus Area Advisory Committees (FAAC's) dealt with issues in each of six subareas of the county.

What we know about transportation in Pierce County

- Pierce County is facing significant growth in transportation demand.
- The nature of travel is changing.
- People care about transportation issues.
- No single jurisdiction or solution can meet all the area's transportation needs.
- For the plan to work, the public must know about both transportation issues and solutions.
- The community must recognize the size of its transportation needs and be willing to allocate the money necessary to make improvements.
- The transportation system in the county is not complete and needs major additions.
- The private sector must work with the County to achieve the goals of the plan.
- While the Transportation Plan is not the "ultimate solution" for the County's transportation needs, it is a major step forward.

Cornerstones of the Transportation Plan

A set of transportation principals guided the development of the policies and actions recommended in the plan. The transportation plan was designed to:

- Focus on moving people and goods rather than vehicles. The transportation system will better serve future needs if it can be used more effectively, and people are given more alternatives to driving alone.
- Create an integrated multimodal transportation system so that all modes of travel can be safely and effectively served.
- Coordinate with other parties in the region to achieve the plan's goals and develop a unified approach to regional transportation issues.
- Identify the land that may be needed for future transportation corridors so it can be set aside now.
- Complete the roadway network, particularly in areas that will be seeing more growth.
- Allow future decisions about transportation and land use to be made in a coordinated, complementary way.
- Choose the best ways for the County's resources to be used to fund the future

transportation program and work with the State and other parties who have a stake in the area's transportation system.

- Be ready to respond to changes within the county and region that may affect the transportation system.

Sharing the Ride

Transit, Vanpools and other HOV's

While Pierce County is not in the transit business, the plan recognizes that transit and ridesharing are important elements of the transportation system.

The **Transit and Ridesharing Element** of the Pierce County Transportation Plan discusses how the County will work with Pierce Transit and others to encourage more use of buses, carpools and vanpools. The element also describes a system that labels the roadways that are important for transit use. Finally, it lists the recommended projects to improve roadways for transit and other high occupancy vehicles.

Future Strategies for Transit

Pierce Transit is finishing its own strategic plan for serving the community for the next twenty years. The agency is planning to expand service, including regular routes, express buses for commuters, services for persons with disabilities, and the vanpool program. Pierce Transit also plans to buy more buses, put in more park-and-ride spaces, and improve several transit centers.

Transit and Ridesharing Policies

Pierce County's policies encouraging the use of transit and other ridesharing include support for local and regional high capacity transit plans. Other policies discuss how transit service can be expanded and improved. The element calls for a countywide Transportation Demand Management program, and calls for major new construction and the development of programs to manage additional traffic volumes.

Labeling the Key Roads for Transit

Using a supplemental classification system, the plan identifies the key roadways that are important to the transit system. The classification will help ensure that the needs of transit are met in the future planning, design, operation and maintenance of key roadways. The Transportation Plan names streets where transit operations are the highest priority and others where transit is important. Roads where new transit service will be needed are also identified so that future roadway improvements can complement transit operation.

Roadway Improvements for Transit/HOV

There are five recommended projects to improve travel for transit and other high occupancy vehicles (HOV's). All have been placed in the highest priority category for implementation. The projects are:

- HOV lanes on I-5 from the Thurston County line to the King County line.
- HOV and/or general purpose lanes on SR 167 from SR 512 to the King County line.
- HOV lanes on SR 512 from I-5 to SR 167.
- HOV lanes and improved interchanges on SR 16 from I-5 to the Kitsap County line.
- HOV lanes on SR 410 from SR 167 to Bonney Lake.

Traveling by Foot, on Bicycles or on Horseback

The **Nonmotorized Transportation Element** of the plan is designed to meet the needs of bicyclists, pedestrians and equestrians traveling on roads in the county. The plan recognizes that people may be walking, jogging, bicycling or horseback riding for either recreation or transportation, but it makes a distinction between on and off-road travel. The Transportation Plan focuses on the use of the roadway system. The Park, Recreation and Community Services Department already has a plan for the off-road trails system. Both plans will work together to provide safe, convenient travel routes on and off the County's roads.

The County's approach to serving nonmotorized travel is based on five major points:

1. Include improvements for nonmotorized travel as part of general roadway improvement projects.
2. Start a program to make spot improvements for nonmotorized travel in locations where general roadway improvement projects are not planned.
3. Identify the roadways that are important to bicycle, pedestrian and equestrian travel; use the list of roads to guide the design of future improvements; also note roads where such use is discouraged.
4. Work with the Park, Recreation and Community Services Department to provide a complementary system of on- and off-road facilities.
5. As an outgrowth of the Transportation Plan, develop a comprehensive plan for nonmotorized travel that deals with both local and regional needs.

Many of the roadway improvement projects recommended by the plan have features that will make nonmotorized travel easier and safer. Three of the projects are in the Premier category, the top category for implementation. Another seven are listed as high priority, and ten are in the medium priority category.

Making the Roadways Better

Roads make up the largest single part of Pierce County's transportation system. The County is responsible for thousands of miles of roads, ranging from major arterials to local streets and rural roads. The County's roads connect to interstate highways and State routes that, in turn, provide vital links to key points in the region.

The **Roads Element** of the transportation plan has three major parts:

The first part is policies addressing roadway classification, the movement of goods, roadway design standards, access issues, and transportation system management strategies.

The second part of the element describes a classification system that labels each roadway facility by how it serves traffic and how it works within the overall road network. The classification system will be used to guide the planning, design, operation and maintenance of roadways in the County. The system has five different categories of roadways including State routes, three levels of arterials, and local streets. A supplemental system for classifying roadways according to truck use is also described. The truck classifications highlight major routes for trucking and

also note where truck travel is either not desired or cannot be safely handled.

The third part of the roads element is the list of roadway improvements. A total of 236 roadway projects are listed including new roads and improvements to existing facilities. More details about the kinds of projects and the rating process are decribed beside the map on the back of this brochure.

Boats, Trains and Planes

Ferries, ports, rail lines and airplanes are all part of the transportation system in Pierce County. However, other public agencies and private parties are mostly responsible for planning and operating these facilities and services. The **Other Motorized Transportation Element** describes the County's approach to working with ongoing plans for transportation by rail, water or air. The element discusses current plans for the County and State ferry systems. Local and regional air transportation issues and the State's plans for expanded Amtrak service are also covered.

The policies in this element state the County's position on local and regional airport planning and operations, ferries, and passenger and freight rail service. The Transportation Plan supports efforts to prepare a regional airport plan and recommends an approach for continued local airport service. Ferries are endorsed as a vital link in the regional transportation system, and service improvements are encouraged. The County also supports saving railroad rights-of-way for future transportation purposes.

Making the Plan Work

The final test for a plan is whether or not its recommendations can be put into action. There are three major questions that must be addressed in order for the Pierce County Transportation Plan to move forward and be successful:

- Is there enough money to pay for the improvements that are needed?
- Do other agencies and jurisdictions support the goals and actions of the plan?
- What should the County and others do to make the plan work?

The Implementation Element answers these questions by addressing important financial issues and outlining the specific policies and actions that are needed to achieve the goals of the plan.

Is There Enough Money?

Transportation is a major cost for the County. In the last decade, the amount of money the County has spent on transportation has more than doubled. To pay the bill, the County draws on a mix of local, state and federal sources.

The recommended transportation improvement program is ambitious with a total estimated cost of $1.99 billion. In many cases, the costs of the improvements can be shared. The County will need to make the best possible use of financing opportunities by working with cities, the State, the federal government and others.

The financial forecasts prepared for the plan indicate that based on conservative estimates, Pierce County can pay for all the Premier and High priority projects and half the Medium priority projects on County roads. According to more optimis-

tic estimates, Pierce County might be able to finance all of the recommended improvements to County roads.

Policies and Strategies

The policies in the Implementation Element provide guidance and advice to the County, the State and others. The policies address methods for obtaining and preserving transportation rights-of-way, environmental issues, finance, and the planning, operation and maintenance of transportation facilities. The element also describes specific strategies and actions to implement the plan. There are four major strategies included in the plan:

Secure additional financial resources. Specific actions include working with other jurisdictions to increase state and federal funding, developing a Pierce County impact fee program, and strengthening the County's ability to secure special grant funds for projects.

Coordinate with other agencies. This includes working directly with the State and local jurisdictions to implement individual improvement projects, participating in regional transportation forums and working groups, and participating with other agencies on multi-jurisdictional projects.

Integrate Transportation and Land Use Decisions. This strategy includes actions such as integrating the Transportation Plan into Pierce County's Comprehensive Plan and making transportation analysis a stronger element of the development review process. Other actions include revising site development standards and making land use analysis a key part of transportation corridor studies.

Complete Follow On Activities to the Transportation Plan. Specific actions include completing Pierce County's Transportation Demand Management (TDM) program and developing a Non-Motorized Transportation Plan. Corridor studies are to be completed for recommended improvements, and small area/neighborhood circulation studies are recommended. Other actions include incorporating the Transportation Plan's recommendations into the Six-Year and Annual Road programs, updating the Transportation Plan regularly, and developing a public education program to encourage "transportation conservation."

Ongoing Transportation Planning Work

The Pierce County Transportation Plan is designed to be an overall guide for developing and improving the County's transportation system. Still, there are some issues and concerns that cannot be resolved by this plan alone or even by the County. A number of major issues are yet to be decided, and other comprehensive planning work is not yet complete. All have a potential impact on transportation in Pierce County.

Pierce County will work with state, city, other county, transit and regional agencies to resolve outstanding issues. The issues include deciding what steps should be taken to reduce congestion across the Tacoma Narrows Bridge and deciding how to meet regional high capacity transit and regional airport needs. The Comprehensive Plan is being completed, which includes drawing Pierce Conty's urban growth boundary. The County is also assessing the impacts of potential large planned communities. Depending on how these issues are resolved, it may be necessary to revise or update the Transportation Plan.

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D. If, within four years from execution of the interlocal agreements, a rail plan and financing program has not been approved by a simple majority vote within any participating jurisdiction, the joint regional policy committee shall convene, within 180 days (with 30 days' public notice), a conference to be attended by an elected representative selected by the legislative body of each city and county in the three-county central Puget Sound region. Such a conference shall be for the same purpose and subject to the same conditions as described above in sections "B" and "C."

5. City-owned transit systems, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas participating in joint regional policy committees shall seek voter approval within their own service boundaries of a rail plan and financing program. In the event that an interim regional rail transit authority is formed, that authority shall seek voter approval of a rail plan and financing program within its proposed service boundaries.

6. The state shall assist local jurisdictions and/or metropolitan planning organizations with passenger rail planning efforts. Funding for these efforts may come from the Rail Development Account.

7. Regional rail transit service boundaries may be expanded beyond the established service district through interlocal agreements among the agency board(s) of directors and upon voter approval within the affected area of jurisdiction. Rail service boundaries may encompass smaller service districts than are authorized for existing transit agencies.

Summary

Recognizing that continued mobility requires regional cooperation, commitment, and funding, the Commission recommends the adoption of a set of passenger rail policies to facilitate development of regional rail transit service. Agencies currently authorized to provide rail service (city-owned transit systems, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas) may do so through formation of regional policy committees to ensure coordination and representation within proposed service boundaries. Jurisdictions within the three-county central Puget Sound region (King, Pierce, and Snohomish Counties) shall form through interlocal agreements a joint regional policy committee to be responsible for the preparation and adoption of a regional rail system plan and an implementation program, including a financing package. If, within two years of the passage of this legislation, the interlocal agreements have not been executed, the designated metropolitan planning organization shall convene a multijurisdictional conference to review the need for rail development and the desirability of a regional approach. Conference members may then elect to pursue regional rail transit service through creation of a multijurisdictional regional rail transit authority or to continue rail planning on a subregional basis through established transit planning and operating agencies. If, within four years from execution of the interlocal agreements, a rail plan and financing program has not been approved by a simple majority vote within any participating jurisdiction, the joint regional policy committee shall convene a multijurisdictional

conference for the same purpose and subject to the same conditions as described above. The state shall assist local jurisdictions with passenger rail planning efforts through the Rail Development Account.

RECOMMENDATIONS:

PASSENGER RAIL PROGRAM PLANNING AND IMPLEMENTATION

States and local jurisdictions benefit from cooperative frameworks for rail transit development. States may exercise control of the permit process within rights-of-way, but municipalities usually retain authority on all other land use decisions. Additionally, states which empower local jurisdictions to provide rail service generally do not construct or operate metropolitan rail systems, although other states are not restricted from performing design and construction functions. The Commission's recommendations for Washington State's role in rail planning and implementation are as follows:

1. The state's planning role in rail transit development as one element of a multimodal transportation system should facilitate cooperative state and local planning efforts.

2. The Washington State Department of Transportation may serve as a contractor for rail design, administer construction, and assist regional rail transit authorities in the acquisition, preservation, and joint use of rights-of-way. The state and local jurisdictions may further cooperate with respect to the development of park-and-ride facilities, associated roadways, transfer stations, and other related projects. The Washington State Department of Transportation shall continue to follow its current policy with respect to funding park-and-ride lots and, where appropriate, shall provide existing rights-of-way for rail transit development.

3. The state shall not become an operating agent for regional rail transit service.

4. Regional rail plans shall be included in the designated metropolitan planning organization's regional transportation plan review and update process to facilitate development of a coordinated multimodal transportation system and to meet federal funding requirements.

5. Agencies providing rail service shall be responsible for rail transit planning, construction, operations, and funding, including station area design and development, and parking facilities. Agencies may also implement all contracts, joint development agreements, and interlocal government agreements necessary to execute their functions. Agencies providing rail service shall consult with local jurisdictions and cooperate with comprehensive planning processes.

6. The Washington State Utilities and Transportation Commission shall maintain safety responsibility for passenger rail service using freight lines. Agencies providing rail transit using other than freight lines shall maintain safety responsibility for that service.

7. Regional transportation plans should be considered in adopting local land use and transportation plans. Comprehensive plans should address the impacts of urban growth on effective transit planning and development and provide for cooperation between local jurisdictions and a regional rail transit authority. The state and local jurisdictions shall cooperate in encouraging land uses compatible with rail transit development. These include developing sufficient land use densities through local actions in rail corridors and near rail transit stations, preserving transit rights-of-way, and protecting the region's environmental quality. Agencies providing rail services, in cooperation with public and private interests, shall develop a program to promote transit-compatible land use and development.

8. Agencies providing rail service and local transit agencies shall develop a cooperative process for the planning, development, operation, and funding of feeder transportation systems.

9. Local jurisdictions, working through their designated metropolitan planning organizations, shall manage a right-of-way reservation review process which includes activities to promote the preservation of high capacity transit rights-of-way. Local agencies should forward all development proposals for projects within identified corridors to the designated metropolitan planning organization, which shall distribute project files for local and regional agency review. The metropolitan planning organizations shall also review project files for conformance with the regional transportation plan and associated regional development strategies. The designated metropolitan planning organization will communicate concerns to the originating jurisdiction and the joint regional policy committee or, if established, a regional rail transit authority.

10. The Washington State Department of Transportation shall, upon dissolution of the Rail Development Commission, assume responsibility for the Rail Development Account and shall review funding requests in accordance with the identified criteria. The Washington State Department of Transportation shall establish an advisory council pursuant to RCW 47.01.091 to assist in the review of requests for Rail Development Account funds. The council shall be comprised of one representative from each Congressional district, the Executive Director of the Transportation Improvement Board, and the Chair of the Legislative Transportation Committee, or designees. Authorization for state funding for passenger rail planning projects shall be subject to the criteria listed below:

    — conformance with the designated metropolitan planning organization's regional transportation plan;

    — dedicated local funding;

    — improvement of regional mobility;

— preparation of an alternatives analysis;

— satisfaction of Urban Mass Transportation Administration requirements, whenever useful; and

— establishment, through interlocal agreements, of a regional policy committee with proportional representation based upon population distribution within each agency's designated service area; or
demonstrated regional agreement, through a multijurisdictional conference, to pursue rail development on a subregional basis through established transit planning and operating agencies; or
establishment, through a multijurisdictional conference, of an interim regional rail transit authority.

11. Local jurisdictions, agencies providing rail service, and the state shall identify transit rights-of-way. The following criteria are recommended for identifying these corridors[7]:

— capital and operating costs per corridor;

— compliance with regional goals and plans;

— congestion, measured in terms of traffic volumes and capacity of existing and new transportation systems;

— current and future land use, with respect to activity centers, pedestrian access, and development densities in core areas;

— economic development opportunities for employment, joint development projects, or urban redevelopment programs;

— environmental factors;

— existing rights-of-way, established by railroad, utility, or roadway uses; and

— transit ridership, both current and future, as measured by peak-hour ridership and passengers per hour throughout the day.

12. Local jurisdictions, agencies providing rail service, and the state shall evaluate corridors for implementation priority. The following criteria are recommended for ranking such corridors[8]:

— appropriate land uses near station areas, as prescribed by local land use and transportation policies and meas-

7 These criteria are unranked.

8 These criteria are unranked.

ured by access to activity centers, nonresidential development, regional shopping facilities, population, and residential densities, as well as future development opportunities;

— community acceptance of and financial commitment to a regional rail system;

— congestion, measured in terms of traffic volumes and capacity of existing and new transportation systems;

— corridor ridership, including peak-hour, daily, and per-mile ridership for transit and projected rail service;

— cost-effectiveness, as indexed by annualized costs, cost per trip, travel-time savings, local resources, and ridership in comparison to transportation system management (no-build) options;

— economic development, measured by percentage increases in jobs or access to jobs, and the potential to recapture lost right-of-way property tax revenue by encouraging joint development or urban redevelopment projects adjacent to the system; and

— environmental impact.

Summary

The Commission recommends state and local cooperation in regional rail development as one element of a multimodal transportation system. Agencies initiating rail transit projects and requesting state funds shall meet identified selection criteria. The state and local jurisdictions shall cooperate in encouraging land uses compatible with rail transit development. These include developing sufficient land use densities through local actions in rail corridors and near rail transit stations, preserving transit rights-of-way, and protecting the region's environmental quality. Local jurisdictions through their designated metropolitan planning organizations shall also manage a right-of-way reservation review process to promote the reservation of the high capacity transit rights-of way. Agencies providing rail service shall develop a cooperative process with local transit agencies for the planning, development, operation, and funding of feeder transportation systems. Agencies providing rail service shall be responsible for the planning, construction, operation, and funding of passenger rail systems.

RECOMMENDATIONS:

COMMUTER RAIL

The Commission determined that commuter rail systems provide a valuable service in many parts of the United States. Such systems require high urban densities or good feeder/distribution bus systems, station locations, and park-and-ride facilities. States may arrange with Amtrak for use of its passenger rail corridors or contract directly with Amtrak for passenger rail service. New York is an exception, in that Amtrak pays the Metropolitan Transportation Authority, which operates in-city passenger trains, for trackage rights in the northeast corridor. The Commission recommends the following state actions with respect to commuter rail service in Washington:

1. The state and local jurisdictions shall seek to identify intercity rail rights-of-way which may be used for public transportation corridors in the future.

2. Agencies currently empowered to provide rail service (city-owned transit service, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas) may contract through interlocal agreements for commuter rail service where it is deemed to be a reasonable alternative transit mode.

3. Commuter rail projects seeking state or regional support shall be evaluated within the context of the designated metropolitan planning organization's regional transportation plans and shall be subject to the identified selection criteria in Part II, Chapter 3, recommendation 10, of this report.

4. The Washington State Utilities and Transportation Commission shall maintain safety responsibility for passenger rail service using freight lines. Agencies providing rail transit on other than freight lines shall maintain safety responsibility for that service.

RECOMMENDATIONS:

AMTRAK AND HIGH SPEED RAIL SERVICE

Washington's Amtrak ridership shows modest annual increases. High speed rail service (achieving speeds in excess of 125 mph) in the western Washington corridor does not appear to be cost-effective at this time. The Commission recommends the following as an agenda for Washington's Amtrak passenger rail program and future high speed rail service.

1. The Washington State Department of Transportation, in conjunction with local jurisdictions, shall coordinate as appropriate with designated metropolitan planning organizations to develop a program for improving Amtrak passenger rail service. The program may include:

   — determination of the appropriate level of Amtrak passenger rail service;

   — implementation of higher train speeds for Amtrak passenger rail service, where safety considerations permit;

   — recognition in the state's long-range planning process of potential higher speed intercity passenger rail service, while monitoring socioeconomic and technological conditions as indicators for higher speed systems; and

   — identification of existing intercity rail rights-of-way which may be used for public transportation corridors in the future.

2. The Washington State Department of Transportation shall, when feasible, assist local jurisdictions in upgrading Amtrak depot facilities. Multimodal use of these facilities shall be encouraged.

3. The Washington State Department of Transportation, in conjunction with local jurisdictions, shall coordinate as appropriate with designated metropolitan and provincial transportation organizations to pursue resumption of Amtrak service from Seattle to Vancouver, British Columbia via Everett, Mt. Vernon, and Bellingham.

4. The Washington State Department of Transportation, in conjunction with local jurisdictions, should study potential Amtrak service on the following routes:

   — daytime Spokane-Wenatchee-Everett-Seattle service;

   — daytime Spokane-Tri-Cities-Vancouver-Portland service;

— Tri-Cities-Yakima-Ellensburg-Seattle service, if the Stampede Pass route is reopened; and

— more frequent Portland-Vancouver-Kelso-Centralia-Olympia-Tacoma-Seattle service, or increments thereof.

5. The Washington State Department of Transportation, in conjunction with other state and local agencies, shall coordinate as appropriate with designated metropolitan planning organizations to provide public information with respect to common carrier passenger transportation. This information may include maps, routes, and schedules of passenger rail service, local transit agencies, air carriers, private ground transportation providers, and international, state, and local ferry services.

6. The state should continue its cooperative relationship with Amtrak and Canada's Via Rail system.

7. The state shall implement a program for increasing Amtrak rail service coordination and planning efforts through the Washington State Department of Transportation by funding study costs with $500,000 from the Rail Development Account.

Summary

The Commission recommends that the state and local jurisdictions identify intercity rail rights-of-way which may be used for public transportation corridors in the future. Agencies currently empowered to provide rail service (city-owned transit service, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas) may contract through interlocal agreements for commuter rail service where it is deemed to be a reasonable alternative transit mode. Such projects seeking state or regional support shall be evaluated within the context of the designated metropolitan planning organization's regional transportation plans and be subject to identified selection criteria. The Washington State Department of Transportation within its long-range planning process shall continue to monitor socioeconomic and technological conditions as indicators for higher speed rail systems. The Commission also recommends a state and local jurisdiction program for improving Amtrak passenger service, with particular attention given to upgraded depot facilities, increased train speeds, where appropriate, and added or renewed service on several routes.

RECOMMENDATIONS:

FINANCING SOURCES/MECHANISMS FOR PASSENGER RAIL

The Commission's analysis of funding mechanisms which support passenger rail service in other states reveals that a combination of federal, state, and local revenue best supports such systems. Common mechanisms include fuel taxes, state general fund revenue, and special transportation funds, with many states requiring local matching funds. Commuter rail service may be state-subsidized under Amtrak's 403(b) provision. Few states impose restrictions as to rail-related expenditures. The Commission's financing recommendations seek mechanisms and guidelines best suited to Washington state statutes, economy, and local community concerns.

1. The state and local jurisdictions shall provide dedicated funding sources to ensure implementation of successful, high-quality rail transit service.

2. Agencies providing rail service shall have a dedicated funding source originating from within their service boundaries and should also seek other funds, including federal, state, local, and private sector assistance.

3. Funding sources should satisfy each of the following criteria to the greatest extent possible[12]:

   — acceptability;
   — ease of administration;
   — equity;
   — implementation feasibility;
   — revenue reliability; and
   — revenue yield.

4. The state shall authorize jurisdictions participating in regional rail development through interlocal agreements or a conference-approved interim regional rail authority or subregional process to levy the following voter-approved local-option funding sources:

   — employer tax;
   — motor vehicle excise tax up to one per cent;
   — parking tax;

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12 These criteria are unranked.

— property tax up to three mils per $1,000 of assessed value;

— sales tax on fuel;

— sales tax up to one per cent; and

— vehicle license fee.

Such authorization shall not adversely affect the funding authority of existing transit agencies. Local-option funds may be used to support implementation of interlocal agreements with respect to the establishment of regional rail transit service. Local jurisdictions shall retain control over monies generated within their boundaries, although funds may be commingled for rail planning, construction, and operations as set forth in the agreements[13].

5. Agencies providing rail service may contract with the state for collection and transference of local-option rail revenue.

6. State provision for local-option funding shall not specify a "sunset" date.

7. Dedicated rail funding shall be subject to voter approval by a simple majority within proposed rail transit service districts.

8. Agencies providing rail transit service shall retain responsibility for revenue encumbrance, disbursement, and bonding. Funds may be used for any purpose relating to planning, construction, and operation of a rail transit, commuter rail, and feeder transportation system.

9. Agencies providing rail service shall determine optimal debt/equity mixes, establish capital and operations allocations, and establish a farebox recovery return.

10. A. The Washington State Department of Transportation shall implement a program for passenger rail coordination, planning, and technical studies with legislative appropriations from the Rail Development Account. (*See* Appendix Three, Exhibit Two for the proposed biennium budget.)

B. State Rail Development Account funds may provide up to 80 per cent matching assistance for rail transit planning efforts and to support interim regional rail transit authorities. The Washington State Department of Transportation shall, upon dissolution of the Rail Development Commission, assume responsibility for the Rail Development Account and shall review funding requests in accordance with the selection criteria established in Part II, Chapter 3, recommendation 10

[13] *See* Appendix Five for estimated revenue yields of proposed funding sources.

of this report. The Washington State Department of Transportation shall establish an advisory council pursuant to RCW 47.01.091 to assist in the review of requests for Rail Development Account funds. The council shall be comprised of one representative from each Congressional district, the Executive Director of the Transportation Improvement Board, and the Chair of the Legislative Transportation Committee, or designees.

C. The Washington State Department of Transportation shall review the Rail Development Account funding and allocation formula and propose appropriate changes to the 1991 Legislature.

11. Agencies entitled to provide rail service may seek state and other funding for rail transit projects from sources other than the Rail Development Account, subject to the selection criteria identified in Part II, Chapter 3, recommendation 10, of this report.

12. The state, in conjunction with local jurisdictions, shall determine the appropriate level, source, and justification for funding of improved Amtrak passenger rail service.

13. The Washington State Department of Transportation and appropriate state agencies shall continue to monitor federal passenger rail policies and Congressional action and communicate to Washington's Congressional delegation and federal transportation agencies the need for a balanced transportation system and associated funding.

Summary

The Commission recommends dedicated local-option funding sources to develop and operate high-quality passenger rail systems. Jurisdictions may draw upon a variety of voter-approved local-option funding mechanisms, which may include an employer tax, dedicated motor vehicle excise tax, sales tax, and other sources. Agencies providing rail service shall also seek other federal, state, local, and private sector funds. Regional rail transit funding shall not adversely affect the funding authority of existing transit agencies. Rail Development Account funds may provide up to 80 per cent matching assistance for passenger rail planning projects. In addition, project sponsors may seek rail transit funding from state sources other than the Rail Development Account, subject to identified selection criteria. Agencies providing rail service may contract for state collection and transfer of local-option rail funding. The Washington State Department of Transportation, in conjunction with local jurisdictions, shall also determine the appropriate source and level of state assistance to Amtrak and shall seek such funding when feasible.

APPENDIX C

Ordinance and Resolutions

FILE NO. 51 PROPOSAL NO. 88-114

Sponsored by Councilmember Paul Cyr

Requested by Pierce County Executive/Planning and Natural Resource Management

ORDINANCE NO. 88-114

AN ORDINANCE of the Pierce County Council Establishing a ~~Forty--(40) Member~~ Transportation Coordinating Committee to be in Existence for Twelve (12) Months to Develop ~~County-Wide Transportation Policies~~ a Draft Comprehensive Transportation Plan for Pierce County.

WHEREAS, the Pierce County Executive has established a Work Program for the Development of a Pierce County Transportation Plan; and

WHEREAS, the County Executive and County Council encourage extensive public involvement in the development of County plans and policies; and

WHEREAS, the County Executive has recommended that a Transportation Coordinating Committee be established to develop a draft Comprehensive Transportation Plan for Pierce County; and

WHEREAS, the Transportation Coordinating Committee is to be comprised of ~~forty--(40)~~ members appointed by the Executive and confirmed by a majority of the County Council; and

WHEREAS, the Transportation Coordinating Committee will be authorized to exist for a period of twelve (12) months with the specific task of developing ~~County-policies-dealing-with-transportation--issues--of--County-wide--significance~~ a draft Comprehensive Transportation Plan for Pierce County; NOW, THEREFORE,

BE IT ORDAINED by the Council of Pierce County:

Section 1. That the Pierce County Council hereby ~~authorizes~~ creates the Pierce County Transportation Coordinating Committee.

Section 2. The Committee is to ~~be-comprised~~ consist of ~~forty (40)~~ members appointed by the County Executive and confirmed by a majority of the County Council.

Section 3. The Committee's existence is authorized for a period of twelve (12) months from the effective date of this Ordinance to develop ~~and--review~~ a draft Comprehensive Transportation Plan for Pierce County for submittal to the Pierce County Council.

Section 4. The Committee will receive staff support from the Departments of Public Works and Planning and Natural Resource Management.

Section 5. This Ordinance shall become effective on September 1, 1988.

PASSED this 16th day of August, 1988.

PIERCE COUNTY COUNCIL
Pierce County, Washington

Council Chair

ATTEST:

Clerk of the Council

PIERCE COUNTY EXECUTIVE

Approved ✓ Vetoed ____
this 23rd day of August, 1988.

Approved As To Form Only:

Chief Civil Deputy
Prosecuting Attorney

Date of Publication of
Notice of Public Hearing: August 3, 1988

Effective Date of Ordinance: September 1, 1988

FILE NO. 51 PROPOSAL NO. R88-85

Sponsored by Councilmember Cyr

Requested by Pierce County Executive/Planning and Natural Resource Management

RESOLUTION NO. R88-85

A RESOLUTION of the Pierce County Council Confirming the Appointment of ~~40~~ Members to the Transportation Coordinating Committee for Terms of One Year.

WHEREAS, on August 16, 1988, the Pierce County Council established the Transportation Coordinating Committee through ~~Resolution~~ Ordinance No. 88-114; and

WHEREAS, the Transportation Coordinating Committee is to be comprised of citizens and representatives of the major transportation interests of the Pierce County region; and

WHEREAS, the Executive has recommended to the Council these individuals to serve on the Transportation Coordinating Committee; and

WHEREAS, the Council has completed its confirmation review; NOW, THEREFORE,

BE IT RESOLVED by the Council of Pierce County:

Section 1. That the following ~~appointees~~ individuals are hereby confirmed as members of the Transportation Coordinating Committee for terms of one year beginning on the effective date of ~~this Resolution~~ Ordinance No. 88-114:

NAME	REPRESENTING
1. Joe Hoots	Good Roads Association
2. Jim Blankenship	Pierce County Fire Chiefs Association
3. Bill Kitrell	Port of Tacoma
4. Timothy Wetzler	Tacoma Wheelmans Club
5. Roland Dewhurst	Associated General Contractors
6. King Cushman	Pierce Transit
7. Paul Ellis	Tacoma-Pierce County Economic Development Board and Tacoma-Pierce County Chamber of Commerce
8. Mike Yeager	Washington Forest Protection Association
9. Glen Gordon	Citizen-at-large
10. Denny Hollyhand Alternate: Glenn Graham	Building Industry Association of Tacoma/Pierce County
11. Steve Hilleary	Lakewood Area Chamber of Commerce
12. Larry Werner	City of Puyallup, Public Works
13. Dale Jones	Town of Milton, Public Works
14. Don McCarty	City of Gig Harbor
15. Fred Wilmeth	Town of Steilacoom
16. Terry Ward	City of Bonney Lake, Public Works

17.	Fred Gutierriz	City of Buckley, City Council
18.	Howard Schrengohst	City of Sumner, Mayor
19.	Oscar Berggren	Pierce County Fire Commissioners
	Alternate: Hugh McMillan	
20.	~~Edward J. H. Carter~~	~~Chehalis Western Railroad~~
	~~Alternate: Bob Pettit~~	
	Howard Freeman	Citizen-at-large
21.	Donna Kinder	Franklin Pierce School District #402
22.	Kathy Holt	Bethel School District #403
23.	Randy Dorn	State Legislator
24.	Ruth Fisher	State Legislator
25.	~~Jean Gillmer~~	~~Tahoma Audubon Society~~
	Ted Bolton	Citizen-at-large
26.	Robert Sconce	~~Save~~ Serve Our University Place
27.	~~Wynn O. Harper, Chairman~~	~~Thirteenth Coast Guard District~~
	Dick Dorsett	Citizen-at-large
28.	Ralph Pittman	Department of the Air Force
29.	~~Don Pethie~~	Puget Sound Council of Governments
	Rose Marie Raudebaugh	
30.	~~Charles Harper~~	~~Washington State Dept. of Transportation~~
	Keith Sutherland	Citizen-at-large
31.	Jan Wolcott	Pierce County Dept. of Parks, Recreation and Community Services
32.	~~Richard M. Hayes~~	~~Kitsap Transit~~
	Charlotte Chalker	Citizen-at-large
33.	~~Pete Smith~~	~~King County~~
	Gordie Boozer	Citizen-at-large
34.	~~George Godley~~	~~Thurston County~~
	Lyle Fox	Citizen-at-large
35.	Ben Thompson	City of Tacoma, Public Works
36.	Mike Reed	State Dept. of Parks and Recreation
37.	~~Bob Seiger~~	~~U. S. Forest Service~~
	Don Cook	Citizen-at-large
38.	Marty Erdahl	Pierce County Dept. of Utilities
39.	Tom Ballard	Pierce County Public Works
40.	Bill Stoner	Pierce County Council
41.	Helen Scott	Citizen-at-large
42.	Randy Baker	Citizen-at-large
43.	John Wallace	Board of Realtors
44.	Cherie Mastro	Citizen-at-large
45.	Tim Rogers	Citizen-at-large
46.	Dennis Young	Citizen-at-large

~~Section 2. Agencies or organizations represented on the Transportation Coordinating Committee may designate replacements for the persons named in Section 1. above by sending a letter to the Pierce County Executive identifying the new representative. No confirmation by the Pierce County Council is necessary.~~

Section 2. The following individuals shall serve as ex-officio, non-voting members of the Committee:

1.	Edward J. H. Carter	Chehalis Western Railroad
2.	Jean Gillmer	Tahoma Audubon Society
3.	Wynn O. Harper, Commander	Thirteenth Coast Guard District

4.	Charles Howard	Washington State Dept. of Transportation
5.	Richard M. Hayes	Kitsap Transit
6.	Pete Smith	King County
7.	George Godley	Thurston County
8.	Bob Seiger	U. S. Forest Service
9.	Don Pethick	Puget Sound Council of Governments

PASSED this 16th day of August, 1988.

ATTEST:

Clerk of the Council

PIERCE COUNTY COUNCIL
Pierce County, Washington

Council Chair

Approved As To Form Only:

Chief Civil Deputy
Prosecuting Attorney

FILE NO. 51 PROPOSAL NO. R88-167

Sponsored by: Councilmember Barbara Gelman

Requested by: Pierce County Executive/Planning and Natural Resource Management

RESOLUTION NO. R88-167

A RESOLUTION OF THE PIERCE COUNTY COUNCIL CONFIRMING THE APPOINTMENT OF REPLACEMENT MEMBERS AND ALTERNATES TO THE TRANSPORTATION COORDINATING COMMITTEE.

WHEREAS, on August 16, 1988, the Pierce County Council established the Transportation Coordinating Committee through Ordinance No. 88-114; and

WHEREAS, several members of the Transportation Coordinating Committee are not able to continue as members or are not always able to attend the committee meetings; and

WHEREAS, the Council has completed its confirmation review; NOW, THEREFORE,

BE IT RESOLVED by the Council of Pierce County:

Section 1. That the following individuals are hereby confirmed as alternates to the following members of the Transportation Coordinating Committee:

	PRINCIPAL MEMBER	ALTERNATE
1.	Marty Erdahl	Don Perry
2.	Tom Ballard	Jim Ellison
3.	King Cushman	Janet Ash
4.	Steve Hilleary	Gary Cooper
5.	Ben Thompson	Bill Pugh
6.	Lawrence Werner	Mike Tollkuehn

Section 2. That the following individuals are hereby confirmed as new members or alternates to the Transportation Coordinating Committee:

	PRINCIPAL MEMBER	ALTERNATE
1.	Gerry Gustafson	Wally Balmer
2.	Bill Anderson	

PRM:TCCres;881129

RESOLUTION NO. R88-167 continued

Section 3. That the following individuals have switched positions as members and alternates and will serve in the following capacity:

	PRINCIPAL MEMBER	ALTERNATE
1.	Bob Myrick	Timothy Wetzler
2.	Glen Graham	Denny Hollyhand

Section 4. That the following individual has changed representation from the Puget Sound Council of Governments to citizen-at-large.

PRINCIPAL MEMBER

1. Rose Marie Raudebaugh, Citizen-at-large

PASSED this 3rd day of January, 1989.

PIERCE COUNTY COUNCIL
Pierce County, Washington

Council Chair

ATTEST:

Clerk of the Council

Approved As to Form Only:

Deputy Prosecuting Attorney

FILE NO. 51 PROPOSAL NO. R89-37

Sponsored by: Councilmember Skinner

Requested by: Pierce County Executive/Planning and Natural Resource Management

RESOLUTION NO. R89-37

A RESOLUTION OF THE PIERCE COUNTY COUNCIL CONFIRMING THE RESIGNATION AND EX-OFFICIO STATUS OF MEMBERS OF THE TRANSPORTATION COORDINATING COMMITTEE.

WHEREAS, on August 16, 1988, the Pierce County Council established the Transportation Coordinating Committee through Ordinance No. 88-114; and

WHEREAS, several members of the Transportation Coordinating Committee are not able to continue as members or are not always able to attend the committee meetings; and

WHEREAS, the Council has completed its confirmation review; NOW, THEREFORE,

BE IT RESOLVED by the Council of Pierce County:

Section 1. That the following individuals are hereby removed as members of the Transportation Coordinating Committee:

PRINCIPAL MEMBER

1. Mike Yeager
2. Keith Sutherland
3. Randy Baker
4. Dick Dorsett
5. Gordie Boozer
6. Bob Sconce
7 Tom Ballard
8. Dale Jones
9. Tim Rogers
10. George Godley
11. Bob Sieger
12. Richard Hayes
13. Pete Smith
14. Mike Reed

PRM:TCCres;890217

Section 2. That the following members or alternates of the Transportation Coordinating Committee are now ex-officio, non-voting members of the Transportation Coordinating Committee:

	PRINCIPAL MEMBER	ALTERNATE
1.	Marty Erdahl	Don Perry
2.	Jan Wolcott	
3.	Jim Ellison	

Section 3. That the following individual is hereby confirmed as an alternate to the following member of the Transportation Coordinating Committee:

	PRINCIPAL MEMBER	ALTERNATE
1.	Jim Blankenship	Bill Thomas

PASSED this 28th day of February, 1989.

PIERCE COUNTY COUNCIL
Pierce County, Washington

Council Chair

ATTEST:

Clerk of the Council

Approved As to Form Only:

Deputy Prosecuting Attorney

APPENDIX D

Glossary

GLOSSARY

AICUZ: Air Installation Compatible Use Zone; a land use document prepared by the U.S. Air Force which sets safety standards at, and near, Air Force bases.

Airport Overlay Zone: Zone around airports designating building height restrictions, noise levels, and safety considerations as necessitated by aircraft operations.

Bus Pullout/Turnout: Section of pavement at a bus stop that allows buses to leave the flow of traffic while stopped to load/unload passengers.

Carpool: Transportation system in which multiple travellers share transport in one automobile.

CIP: Capital Improvement Program/Plan, a document outlining anticipated expenditures on structures, roads, utilities, etc.

Climbing Lanes: Paved lanes provided on hills astride motorized vehicle lanes to assist cyclists in ascending slopes out of the flow of motorized traffic.

Collector Arterial: Roads which collect traffic from local access streets and convey it onto the arterial system. Collectors emphasize access to the surrounding area and de-emphasize mobility.

Conditional Use Permit: Documented evidence of authority granted by the Hearing Examiner to locate a conditional (unique or unusual) use at a particular location.

Easement: Covenant granting or restricting a specific use.

FAA: Federal Aviation Administration.

FHWA: Federal Highway Administration.

Flex-time: A work hour schedule implemented by employers that allows employees flexibility in beginning and ending their work day.

Functional Classification: A technique for assigning categories to transportation facilities based on a facility's role in the overall transportation system.

HOV: High Occupancy Vehicle. An HOV lane is a lane of traffic designated for use by HOV and transit vehicles. It is also known as a "diamond" or carpool lane.

Intermodal Connection: Point at which different modes, or methods, of transportation meet, allowing transfer to occur.

Level of Service (LOS): A qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. Levels of service fall into six categories ranked A to F, with A representing free traffic flow and F representing extremely long delays.

LID: Local Improvement District, a quasi-governmental organization formed by landowners to finance and construct a variety of physical infrastructure improvements beneficial to its members.

Light Rail:	A rail mass transit system that utilizes its own right-of-way or shares right-of-way with other vehicles.
Long Plat:	A map of the design of a land subdivision containing five or more units.
Major Arterial:	Roads which convey traffic along corridors with a high-density of commercial or industrial activity. Major arterials emphasize mobility and de-emphasize access. They are also referred to as Principal Arterials.
Master Plan:	A comprehensive land use plan used by jurisdictions to guide development.
Multimodal:	Two or more modes or methods of transport.
Non-Motorized Mode:	Any mode of transport that utilizes a power source other than a motor. Primary non-motorized modes include walking (pedestrian), horseback riding (equestrian), and cycling.
Park and Pool:	A system in which commuters individually drive to a common location, park their vehicles, and share continued travel to a common destination in fewer vehicles.
Park and Ride:	A system in which commuters individually drive to a common location, park their vehicles, and continue travel to their final destination via public transit.
Plat:	Map of the design of a land subdivision.
Property Improvement:	Any modification made to real estate.

PSCOG: Puget Sound Council of Governments, the area-wide metropolitan planning organization responsible for regional planning in the Puget Sound urban area extending from Tacoma to Everett.

Queue Bypass: Route designed to provide a path for transit around queues, or waiting lines, in traffic--allowing transit to move to the head of traffic flow.

Rail Banking: A practice of preserving abandoned rail rights-of-way and maintaining their integrity in order to re-use them for transportation purposes in the future. The rail banking program is coordinated by the Washington State Rail Development Commission.

RCW: Revised Code of Washington.

Rezone: Reclassification of a currently zoned area for a different use.

RID: Road Improvement District, a quasi-governmental organization formed by landowners to finance and construct roadway improvements beneficial to its members.

Ridesharing: Program which matches commuters with appropriate carpools and vanpools.

Road Adequacy: A measure of a roadway segment's ability to accommodate a given traffic level.

Secondary Arterial: Roads which link activity centers and convey traffic onto major arterials. Secondary arterials provide both mobility and access. They are also referred to as Minor Arterials.

SEPA:	State Environmental Policy Act.
Short Plat:	Map of the design of a land subdivision containing four or fewer units.
Sight Distance:	The length of roadway visible to a driver.
SOV:	Single Occupant Vehicle.
Sub-Area Transportation Plans:	Transportation plans to be developed by Pierce County focusing on the unique aspects of relatively homogeneous sections of the county.
Through Traffic:	Traffic travelling through a specific area to a destination beyond.
TIB:	Transportation Improvement Board (State of Washington).
TIP:	Transportation Improvement Program, including six-year road improvement program.
Transportation Corridor:	The area served and influenced by a given transportation facility.
Transportation Facility:	Any portion of the physical infrastructure that supports or assists the movement of goods and people.
TSM:	Transportation System Management. An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.
Vanpool:	A high capacity transit method that utilizes small vans to carry passengers to a common destination. Transit operators often supply vans to private drivers who fill the role of a bus driver.

West Corridor Project: A study performed by the PSCOG that evaluated cross-Puget Sound travel through the year 2020, assessing needs for expanded passenger service, terminal design changes, and the increased role of transit in moving people across Puget Sound.

WSDOT: Washington State Department of Transportation.

APPENDIX E

Functional Classification System

Roadway Classification	Primary Function	Design Characteristics	Operating Characteristics	Other Considerations
Transit Priority	To identify specific facilities where public transit will be given priority over other street uses. Physical improvements and operational controls will favor and facilitate transit operations. To facilitate the efficient operation of transit and/or provide travel time advantages for transit. Provide for connections to regional HOV system.	May include exclusive transit/HOV lanes (peak hour or all day), queue bypass at intersections or transit operating in mixed traffic. Special consideration given to provision of bus pullouts, adequacy of pavement strength, facilities for passenger access, waiting areas and boarding/alighting areas.	Key roadway for operation of Pierce Transit's major routes. Frequent transit service provided with connections to major activity centers and/or transfer centers. Transit may be given priority at intersections. Buses operate in conformance with speed limit in effect. Provide bus/HOV priority when traffic level of service is LOS E or F, and combined bus/HOS volumes warrant special treatment.	Adjacent land use may be a factor, with transit priority streets provided in more densely developed areas with higher probability of transit utilization. Congestion of facility will be a factor in the determination of the need for exclusive right-of-way for transit/HOV. County facilities should be coordinated with state HOV facilities, Park & Ride lots and any identified corridors for High Capacity Transit. Should be compared to truck routes to most efficiently locate streets and roads that need extra pavement strength.
Transit Allowed	To provide adequate facilities for the efficient operation of the public transit system, with minimal negative impact on traffic operations and structural integrity of streets and highways.	No exclusive HOV lanes would be provided. However bus pullouts should be provided as necessary to allow smooth flow of traffic and safe access in use of transit by passengers. Pavement strength should be adequate to tolerate load of vehicles. Pedestrian facilities should be provided as necessary to insure safe access and use of transit system.	Buses operate in mixed traffic with no special provisions or priority. Typically not a major corridor of facility for Pierce Transit's system.	
Transit Discouraged	To discourage, prohibit or restrict full-sized transit coaches from using roadways that are not designed or constructed for heavy vehicle use. This may be due to inadequate pavement strength, narrow right of way, inadequate turning radii or other constraints, or incompatible adjacent land uses. This class does not apply to light-weight transit vehicles (i.e., vans) which have axle loads similar to	Typically neighborhood streets designed for local traffic only.	Bus use may be generally discouraged, prohibited entirely or restricted to certain times of day or certain sections of roadway. School buses may be prohibited on a case by case basis.	

Roadway Classification	Primary Function	Design Characteristics	Operating Characteristics	Other Considerations
Designated Truck Route	To provide designated routes for trucks and other heavy weight vehicles to and through the county and to provide access routes to local industrial areas. For hauling legal and permitted over-legal roads.	Typically a principal arterial for through routes. The street should be designed and constructed to handle heavy loads and large vehicles. Special design considerations should address street grades, width of lanes, continuity and connections to regional street & highway system, turning radii, pavement strength and overhead obstruction heights.	Stable traffic flow conditions are desirable. Certain streets may have peak hour travel restrictions to minimize truck impacts on traffic congestion. Truck routes should be clearly signed.	Should be coordinated with truck route designations of other jurisdictions. Should consider compatibility of truck use with adjacent land uses, especially residential areas.
Trucks Allowed	To provide a system of access and movement for trucks throughout the county.	Preferably a principal or minor arterial designed to handle heavy loads and large vehicles.	Trucks operate in mixed traffic. May be restricted by time of day.	
Trucks Discouraged	To discourage heavy truck use on streets where it is inappropriate and would adversely affect the street itself and/or the adjacent properties. Would provide access for local deliveries/pick up only. Through trucks may be entirely prohibited on a case by case basis.	Typically a collector of local access road that has not been designed or constructed to accommodate use by trucks.	Truck access would be discouraged by the county except for local deliveries withing the area served by the designated roadway. In special cases, through trucks may be prohibited altogether. Garbage trucks, moving vans, and other local access trucks are generally allowed. Temporary load restrictions may be imposed in winter to minimize frost damage.	Prohibition of through trucks on local streets may require special signing on all such designated streets.

Roadway Classification	Primary Function	Design Characteristics	Operating Characteristics	Other Considerations
Key Bicycle Street	To identify important links in the countywide bicycle circulation system that occur on county roadways. To provide safe facilities for bicyclists for all trip purposes. These facilities would be important links between off-road bicycle facilities, connections between activity centers and provide for access around major bicycle travel barriers such as bodies of water, hills, limited access roadways, freeways, etc.	May include separate bicycle lanes, signed routes, or shared roadway. Special consideration should be given to provision of wide shoulders, bicycle-safe vaned grates, bringing manhole covers and other castings up to grade with street surface and any other design features that would improve safe accommodation of bicycles.	As dictated by principal use of street. Special attention should be given to maintenance to better accommodate bicycles, such as: patching rough or potholes areas, sweeping to to clear debris out of bicycle area and filling transverse or longitudinal joints.	Designation of key bicycle streets should be closely coordinated with countywide trails plan and bicycle/trails plans of local jurisdictions. Consideration should be given to special signage along roadway to alert motorists to the presence of bicycles.
Shared Roadway	To accommodate bicycles on countywide road system. No special provisions would be made, but bicycles would use roads in mixed traffic with other vehicles.	No special design features to accommodate bicycles.	Bicycles would travel in mixed traffic on the roadway.	
Bicycle Discouraged	To discourage, or even prohibit, bicycle use of roadways for safety reasons.	Typically streets which cannot safely accommodate bicycle use such as freeways, or high speed arterials, through urban areas.	Roadway may restricted to use by motorized vehicles. Signs may be used to direct bicycles to use alternate routes or parallel streets.	Rarely used. Parallel routes must be provided in roadway system.

Roadway Classification	Primary Function	Design Characteristics	Operating Characteristics	Other Considerations
Key Pedestrian Street	To safely provide for relatively high levels of pedestrian activity adjacent to the roadway and/or crossing the roadway. To provide for pedestrian access to transit, to key activity centers, schools, linkages between off road pedestrian trails, and local circulation for pedestrians within activity centers and neighborhoods.	Provision of sidewalks, paved pathways, or wide shoulders as appropriate in overall roadway design to provide for optimally safe separation of traffic and pedestrian activity. Protected pedestrian crossing - may be grade separated signalized, and/or signed to provide for safe pedestrian crossing of roadway. May include lighting as appropriate in overall roadway design.	Pedestrian activity separated from traffic on improved walkway, path or shoulder.	Primarily commercial areas with relatively high levels of pedestrian activity, school zones, and routes designated as transit priority or transit allowed roadways. May provide access to major transit facilities such as transfer centers or freeway flyer stops. Should be closely coordinated with parks department, county trails plan, school districts, and Pierce Transit. Consideration should also be given to access for wheelchairs.
Shared Roadway	To safely accommodate pedestrian use of county roadway system.	Whenever possible should include sidewalks, shoulders or other improved, separated facility for pedestrian use, preferably on both sides of road. Standards for new subdivisins should require provision of facilities to safely accommodate pedestrians.	Maximum separation of pedestrians from traffic.	
Pedestrian Discouraged Roadway	To discourage, or even restrict, pedestrian use of some roadways or roadway sections for safety reasons.	Discourage/restrict pedestrian access with signs and/or barriers. May be one side or both sides of roadway.	Typically high speed, high volume roadways with no pedestrian facilities.	Typically freeways or highways without pedestrian paths, or bridges without adequate walkway width. Parallel routes should be identified and signed, or other services provided such as transit to transport pedestrians around restricted area.

Roadway Classification	Primary Function	Design Characteristics	Operating Characteristics	Other Considerations
Key Equestrian Road	To safely provide for the accommodation of equestrian activity adjacent to the road or crossing the road. To provide for equestrian movement to key activity centers, in areas with relatively high volumes of equestrians and between off road equestrian trails.	Provision of adequate shoulders, as appropriate to overall roadway design, to separate equestrians from motorized traffic. Soft surface may be provided. May include special signage, protected roadway crossings and street lighting depending on specific location conditions.	Equestrian activity separated from traffic on improved pathway or shoulder.	Should be coordinated with other non-motorized users of roadway such as pedestrians and bicyclists.
Equestrian Shared Roadway	To safely accommodate equestrian use of county roadway system.	Whenever possible shoulders should be improved and/or widened to provide safe space for equestrian use.	Maximum separation possible of motorized and non-motorized uses of roadway.	
Equestrian Discouraged Roadway	To discourage, or even restrict, equestrian use of some county roadways or sections of roadways for safety reasons.	Discourage/restrict equestrian access with signs and/or barriers. May be one or both sides of roadway.	Typically higher speed roadways such as freeways with inadequate equestrian facilities to allow equestrians to keep out of traffic.	Alternate routes should be identified by minimize inconvenience and enhance safety.