BEFORE THE HEARING EXAMINER
FOR THE CITY OF SEATTLE

| | |
|---|---|
| In Re: Appeal by<br><br>ESCALA OWNERS ASSOCIATION<br><br>of Decisions Re Land Use Application for 1903 5th Avenue, Project 3018037 | NO. MUP-19-031 (DD, DR, S, SU,W)<br><br>DECLARATION OF CLAUDIA M. NEWMAN |

I, CLAUDIA M. NEWMAN, declare as follows:

1. I am the attorney for Escala Owners Association in this matter. I make this declaration based on my personal knowledge.

2. Attached hereto as Exhibit 1 is true and correct copy of the Transportation section of the City of Seattle Comprehensive Plan.

3. Attached hereto as Exhibit 2 is a true and correct copy of the appeal form that is available online for the City of Seattle Hearing Examiner's office.

4. Attached hereto as Exhibit 3 is a true and correct copy of excerpts of the City of Seattle Freight Master Plan (September 2016).

5. At the prehearing conference, the applicant's request for clarification was specific and narrow: The applicant asked, specifically, whether statements made in 2.1(e), (g),( j), (k),(l), and (m)



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in the Notice of Appeal were intended to encompass elements of the environment beyond those that are identified in Sections 2.1(a) and (b).

I declare under penalty of perjury under the laws of the State of Washington that the foregoing is true and correct.

Dated this 5th day of December, 2019, at Seattle, Washington.

CLAUDIA M. NEWMAN



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# EXHIBIT 1

1 Citywide Planning

2 Neighborhood Plans

3 Appendices



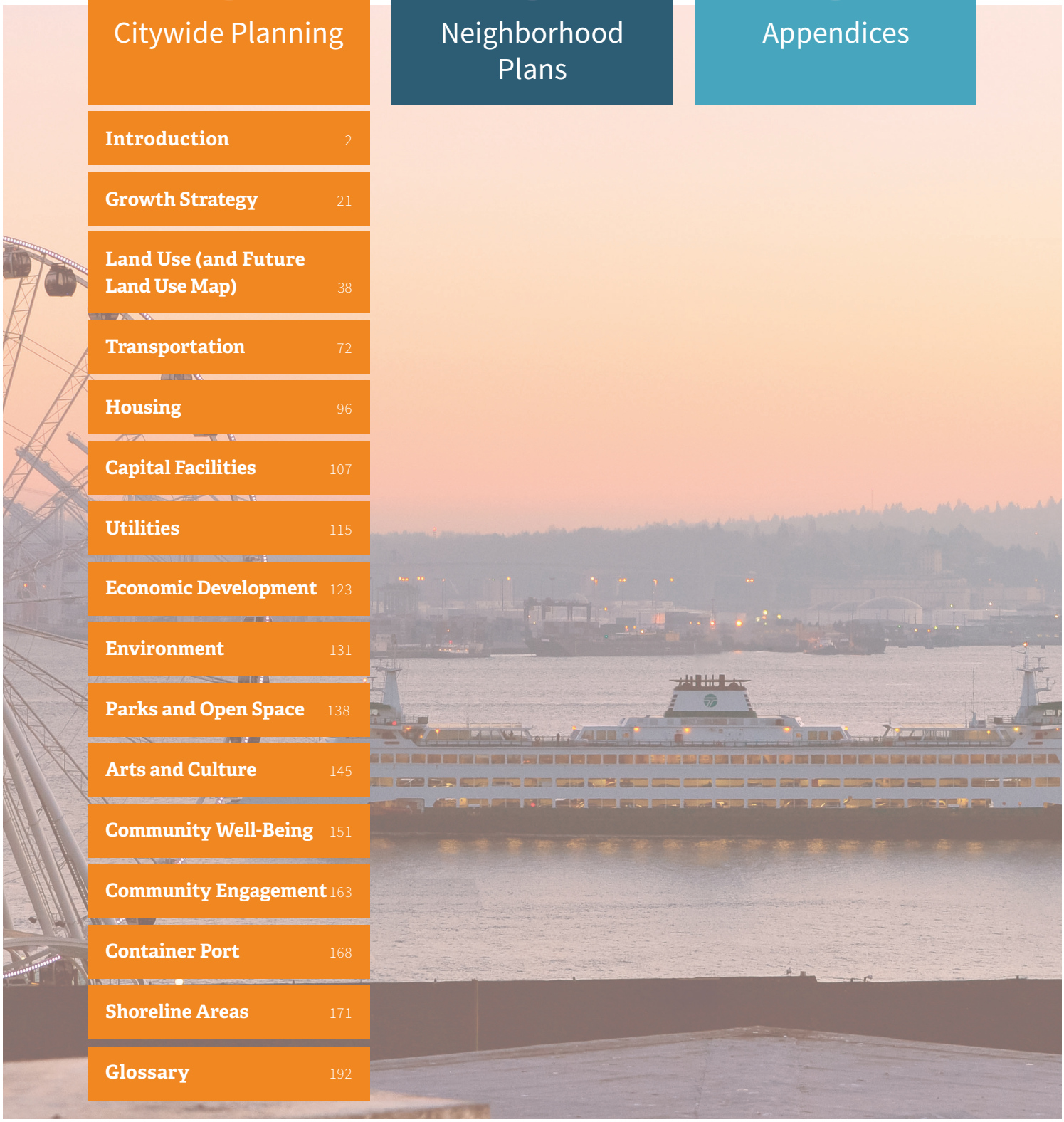


*Photo © Dayan L, Youth in Focus student*

# Transportation


## Introduction

The Transportation element guides transportation investments to equitably serve the city's current residents and businesses and to accommodate Seattle's future growth. Hundreds of thousands of city and regional residents and businesses depend on the city's transportation system to access jobs, services, and community facilities, and to deliver freight and goods. Thousands more people will depend on it in the next twenty years as the city and region continue to grow. In Seattle's future, a robust transportation system should

- *contribute to a safer city by working to eliminate serious injuries and fatalities on city streets;*
- *create an interconnected city where people have reliable, easy-to-use travel options;*
- *develop a more vibrant city by creating streets and sidewalks that generate economic and social activity, adding to the city's overall health, prosperity, and happiness; and*

- *contribute to a more affordable city by providing high-quality and affordable transportation options that allow people to spend money on other things.*

Seattle's transportation system in 2035 will look very different than it does now. For example, the Alaskan Way Viaduct will be gone, and State Route 99 will go through a tunnel in central Seattle. Light rail transit, streetcar routes, and frequent bus networks will be much more extensive, with light rail extending through more of the city and providing connections to Bellevue, Redmond, Shoreline, and Lynnwood. New technological innovations in transportation such as **smart parking**, shared transportation options (such as bike share and car share services, whose customers do not own the vehicles they use), and driverless vehicles will change the way people move through Seattle. This Plan will guide the City's future actions to address these and other changes.

As a mature, fully **built city**, Seattle already has a core network of streets. There is no room for major new streets, which creates challenges but also opportunities as the City plans for growth. Making arterial streets wider is unfeasible and undesirable from a cost and environmental standpoint. It would also run counter to the City's goal to cut greenhouse gas emissions. Therefore, we must use the streets and sidewalks we have in the most efficient way possible. This means prioritizing street space so that it can be used by the most people, at most times of the day, and in a variety of ways. While many people still rely on a personal car as their best or only transportation option, the City plans to make travel more efficient and predictable for all by offering high-quality travel options. Improved mobility in the future will also require looking for opportunities to remove or reduce choke points such as railroad crossings and to use new traffic-signal timing and other technologies to help move people and goods.

The **Transportation Appendix** contains inventories of transportation facilities and an analysis of the transportation effects of this Plan's growth strategy.

# Integrating Land Use and Transportation

## Discussion

The **development pattern** described in the Growth Strategy and Land Use elements of this Plan has a major influence on the City's transportation system. The City's growth strategy focuses growth in **urban centers**, **urban villages**, and **manufacturing/industrial center**s. Crucial to the success of these areas is reliable transportation to, from, and within these areas. This will require a transportation system that includes several methods of travel for all trips throughout the day, including during the evening and on weekends. Automobile and freight access to property will remain important for accommodating growth throughout the city.

The City can make improvements to better connect people to **urban centers** and urban villages by many travel options, especially by transit and bicycle. In addition, transportation facilities that connect to and support the city's two manufacturing/industrial centers are very important to the city's economy. Seattle must find the right balance between serving the areas that will see the most growth and providing transportation services to all who need it, including those in parts of Seattle that have historically seen less investment in transportation.

## GOAL

**TG 1** Ensure that transportation decisions, strategies, and investments support the City's overall growth strategy and are coordinated with this Plan's land use goals.

## POLICIES

**T 1.1** Provide safe and reliable transportation facilities and services to promote and accommodate the growth this Plan anticipates in urban centers, urban villages, and manufacturing/industrial centers.

**T 1.2** Improve transportation connections to urban centers and villages from all Seattle neighborhoods, particularly by providing a variety of affordable travel options (pedestrian, transit, and bicycle facilities) and by being attentive to the needs of vulnerable and marginalized communities.

**T 1.3** Design transportation **infrastructure** in urban centers and villages to support compact, accessible, and walkable neighborhoods for all ages and abilities.

**T 1.4** Design transportation facilities to be compatible with planned land uses and consider the planned scale and character of the surrounding neighborhood.

**T 1.5** Invest in transportation projects and programs that further progress toward meeting Seattle's mode-share goals, in Transportation Figures 1 and 2, and reduce dependence on personal automobiles, particularly in urban centers.

### Transportation Figure 1

**Mode-Share Targets for All Work Trips* to Seattle and Its Urban Centers**

Percentage of work trips made by travel modes other than driving alone

| Area | 2014 | 2035 Target |
|---|---|---|
| Downtown | 77% | 85% |
| First Hill/Capitol Hill | 58% | 70% |
| Uptown | 48% | 60% |
| South Lake Union | 67% | 80% |

| Area | 2014 | 2035 Target |
|---|---|---|
| University District | 73% | 85% |
| Northgate | 30% | 50% |
| **Seattle** | 57% | 65% |

**work trips terminating in the city or urban center*

### Transportation Figure 2

**Mode-Share Targets for Residents of Seattle and Its Urban Centers**

Percentage of non-work* trips made using travel modes other than driving alone

| Area | 2014 | 2035 Target |
|---|---|---|
| Downtown | 88% | 90% |
| First Hill/Capitol Hill | 80% | 85% |
| Uptown | 82% | 85% |
| South Lake Union | 76% | 85% |
| University District | 79% | 90% |
| Northgate | 46% | 55% |
| **Seattle** | 67% | 75% |

**non-work trips that have both their origin and destination within the city or urban center*

**T 1.6** Enhance goods movement to, within, and between Seattle's manufacturing/industrial centers and urban villages and business districts.

**T 1.7** Recognize the connection between transportation choices and climate change and work to reduce vehicular emissions.

# Make the Best Use of the Streets We Have

## Discussion

The public street space in Seattle needs to accommodate several different functions to serve existing and future activity. Because it will be difficult to expand this available public street space in any significant way, it is important for the City to use the existing streets

efficiently and wisely. This section of the Plan establishes the **policy** framework for making those decisions.

The City has adopted master plans to address nonautomobile modes of travel—**pedestrian**, **bicycle**, **transit**, and **freight movement**—drawing on extensive community input. In planning for how to use streets, it is useful to look at the need to provide space for pedestrian activities, travelways for various types of vehicles, and a **flex area** along the curb for making transitions. Pedestrian activities include walking as well as utilizing bus shelters, bike racks, and sidewalk cafés. The flex area provides parking, bus stops, and passenger and freight loading, and the area that is used for parking may be used for mobility during peak times. In addition, space should be available for **parklet**s, play streets, and other activating uses of the street. Providing space for all these functions efficiently and where they are needed helps make the most of a limited resource.

Not every function can fit in every street. The goals and policies in this section provide direction on integrating and, where necessary, prioritizing functions within the different parts of a street. These policies also recognize that collectively two or more streets can combine to serve as a "**complete corridor**," since not every street can accommodate every need.

## GOAL

**TG 2** Allocate space on Seattle's streets to safely and efficiently connect and move people and goods to their destinations while creating inviting spaces within the rights-of-way.

## POLICIES

**T 2.1** Devote space in the street **right-of-way** to accommodate multiple functions of mobility, access for commerce and people, activation, landscaping, and storage of vehicles.

**T 2.2** Ensure that the street network accommodates multiple travel modes, including transit, freight movement, pedestrians, people with disabilities, bicycles, general purpose traffic, and shared transportation options.

**T 2.3** Consider safety concerns, modal master plans, and adjacent land uses when prioritizing functions in the pedestrian, travelway, and flex zones of the right-of-way.

**T 2.4** Use pedestrian design guidance in the Right-of-Way Improvements Manual and policy guidance from the modal master plans to determine adequacy of the pedestrian realm, before allocating space to the flex zone or travelway. Within the pedestrian realm, prioritize space to address safety concerns, network connectivity, and activation.

**T 2.5** Prioritize mobility needs in the street travelway based on safety concerns and then on the recommended networks and facilities identified in the respective modal plans.

**T 2.6** Allocate space in the flex zone to accommodate access, activation, and **greening** functions, except when use of the flex zone for mobility is critical to address safety or to meet connectivity needs identified in modal master plans. When mobility is needed only part of the day, design the space to accommodate other functions at other times.

**T 2.7** Assign space in the flex zone to support nearby land uses, provide support for modal plan priorities, and accommodate multiple functions.

## Transportation Figure 3

Priorities for Right-of-Way "Flex Zone" by Predominant Use of Area

| Commercial/Mixed-Use Areas | Industrial Areas | Residential Areas |
|---|---|---|
| Modal plan priorities | Modal plan priorities | Modal plan priorities |
| Access for commerce | Access for commerce | Access for people |
| Access for people | Access for people | Access for commerce |
| Activation | Storage | Greening |
| Greening | Activation | Storage |
| Storage | Greening | Activation |

**T 2.8** Employ the following tactics to resolve potential conflicts for space in the right-of-way:

- Implement transportation and parking-**demand management** strategies to encourage more efficient use of the existing right of way
- Allocate needed functions across a corridor composed of several streets or alleys, if all functions cannot fit in a single street
- Share space between travel modes and uses where safe and where possible over the course of the day
- Prioritize assignment of space to shared and shorter-duration uses
- Encourage off-street accommodation for nonmobility uses, including parking and transit layover

**T 2.9** Develop a decision-making framework to direct the planning, design, and optimization of street right-of-way.

**T 2.10** Identify street types in the Right-of-Way Improvements Manual, and have those street types correspond to the land uses designated in this Plan.

**T 2.11** Design sidewalks in urban centers, urban villages, and areas designated as pedestrian zones in the **Land Use Code** to meet the dimensional standards as specified in the Right-of-Way Improvements Manual to foster **vibrant pedestrian environment**s in these areas.

**T 2.12** Designate the following classifications of arterials:

- **Principal arterials:** roadways that are intended to serve as the primary routes for moving traffic through the city and for connecting urban centers and urban villages to one another or to the regional transportation network
- **Minor arterials:** roadways that distribute traffic from principal arterials to collector arterials and access streets
- **Collector arterials:** roadways that collect and distribute traffic from principal and minor arterials to **local access street**s or provide direct access to destinations

**T 2.13** Preserve and enhance the **boulevard network** both for travel and as a usable open-space system for active transportation modes.

**T 2.14** Maintain, preserve, and enhance the City's alleys as a valuable network for public spaces and access, loading and unloading for freight, and utility operations.

**T 2.15** Create vibrant public spaces in and near the right-of-way that foster social interaction, promote access to walking, bicycling, and transit options, and enhance the public realm.

# Transportation Options

## Discussion

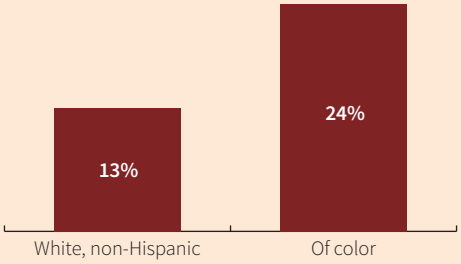
Transit, bicycling, walking, and shared transportation services reduce collisions, stress, noise, and air pollution, while increasing social contact, economic vitality, affordability, and overall health. They also help use right-of-way space more efficiently and at lower costs. The best way to get Seattleites to take advantage of these options is to make them easy choices for people of all ages and abilities.

The plans that the City has developed for individual travel modes (pedestrian, bicycle, and transit) include strategies and projects that will improve transportation choices in the city. These include the Pedestrian Master Plan, the Bicycle Master Plan, and the Transit Master Plan. In prioritizing investments, these plans balance development levels with **equity**, ensuring that people who are dependent on transit or vehicle use because of age, disability, or financial considerations are well served. For more information on the specific investments that the City plans to make to support transit, bicycle use, and walking, refer to the maps in Transportation Figures 4–7.

**Some people in the city have fewer options for travel. For instance, we know from the American Community Survey that roughly a quarter of all households of color in Seattle, including a third of black households, do not have a motor vehicle at home. Research by King County found that people in households with incomes under $35,000 are much more likely than others to rely on transit for *all* their transportation needs. Providing more transit options for these communities is one way the City can use its transportation planning to improve race and social equity in the city.**

**Share of Seattle Households without Access to a Vehicle**

By Race/Ethnicity of Householder




*Source: 2011–2013 ACS, US Census Bureau*

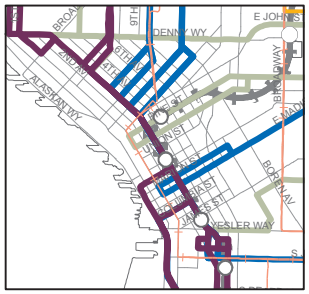
While not everyone can always walk, bike, use a car-share service, or ride transit, the City can reduce the number of drive-alone trips that residents, employees, and visitors take, and even the need to own a personal vehicle. If the City offers people safe, affordable, and comfortable travel choices, they will be more likely to use them. Improving transportation choices can protect the environment, enhance the local economy, and support healthy and sustainable communities. If more people use different types of transportation during the busiest times of day (generally the late-afternoon peak commute time), more people and goods can get to their destinations in a reasonable time. Reducing drive-alone trips at this time of day is consistent with the City's overall commute-trip reduction goals.

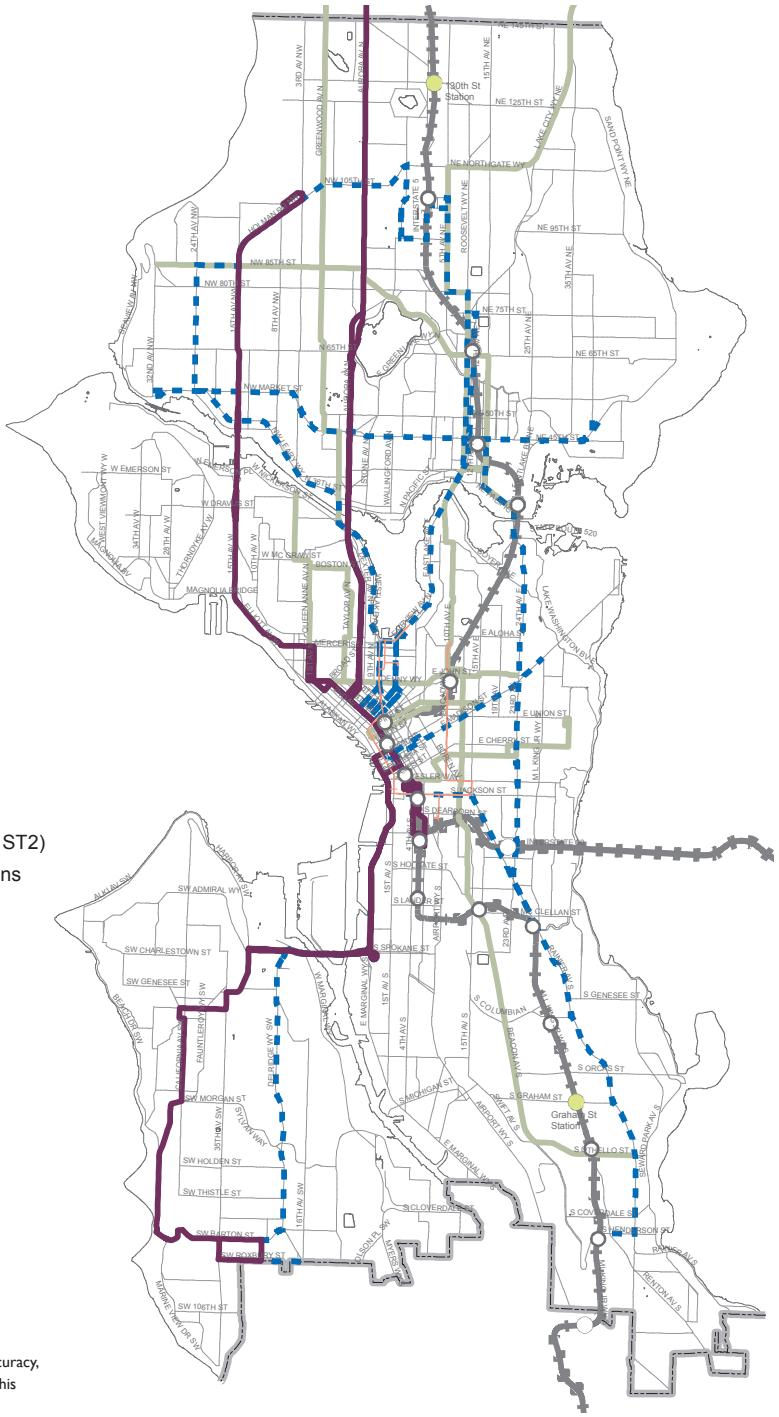
To make these options work, the City needs to help residents understand the options that are available so they can choose the ones that will work best for them. Having information about travel choices can influence where people choose to live and how they move about the city.

In helping residents make these decisions, the City must consider all aspects of the transportation system. One way the City can affect many aspects of the system is through transportation-demand management, a technique that aims to reduce travel impacts on the system, particularly drive-alone trips at congested times of the day. Transportation-demand management includes looking at the role of parking, since its availability, cost, and proximity to destinations are important considerations for many as they choose whether to drive or take advantage of other travel options. Especially for people using transit options to travel across the city or the region, there is a need to provide efficient ways to get to and from the transit. This is often called first-mile and last-mile travel because it can involve getting from home to a transit station on one end of a trip and from a transit station to a job on the other end. The first and last mile can often be traveled by walking, biking, ride sharing, or local bus service.

## Transportation Figure 4

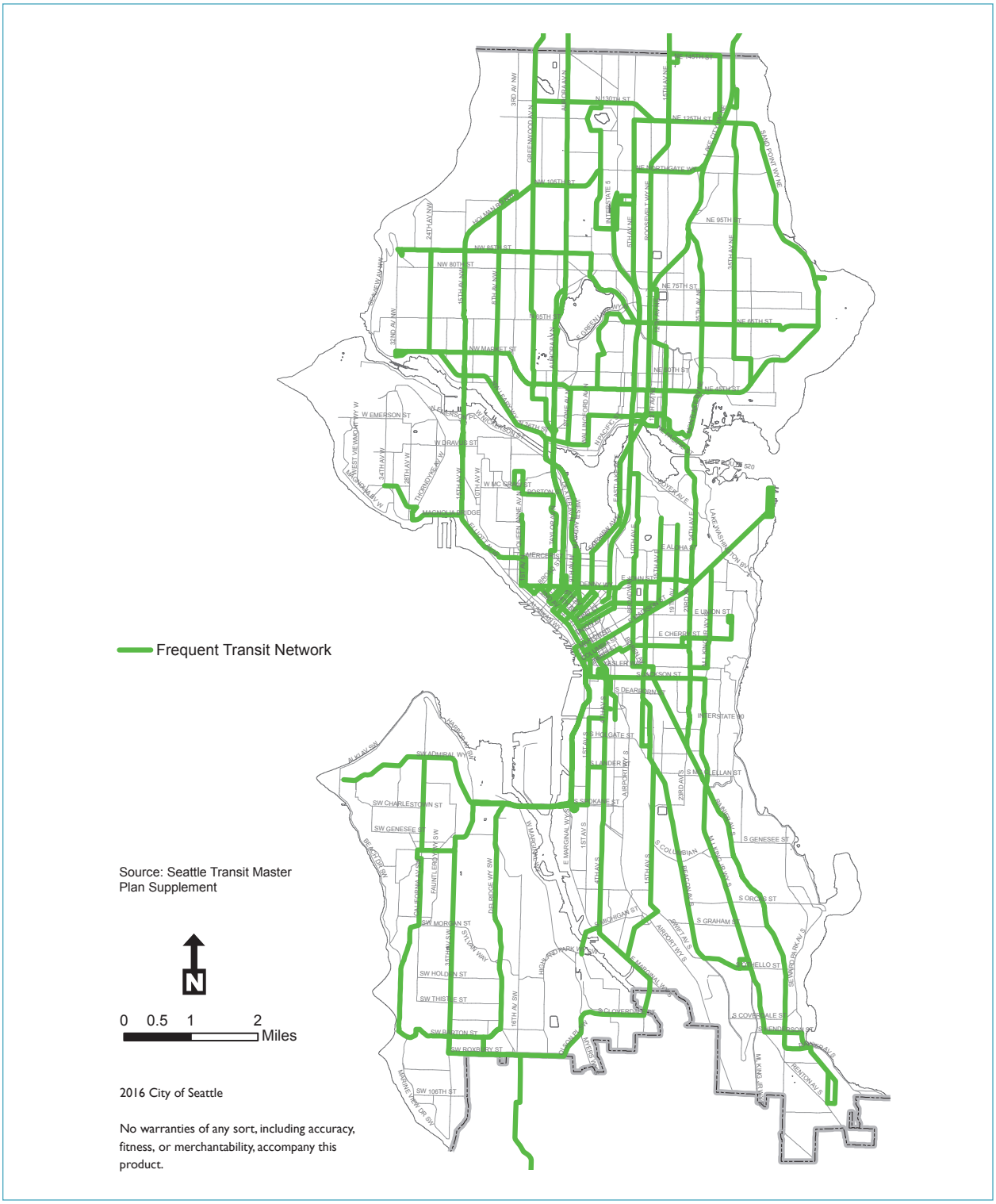
Priority Corridors for Transit Investments





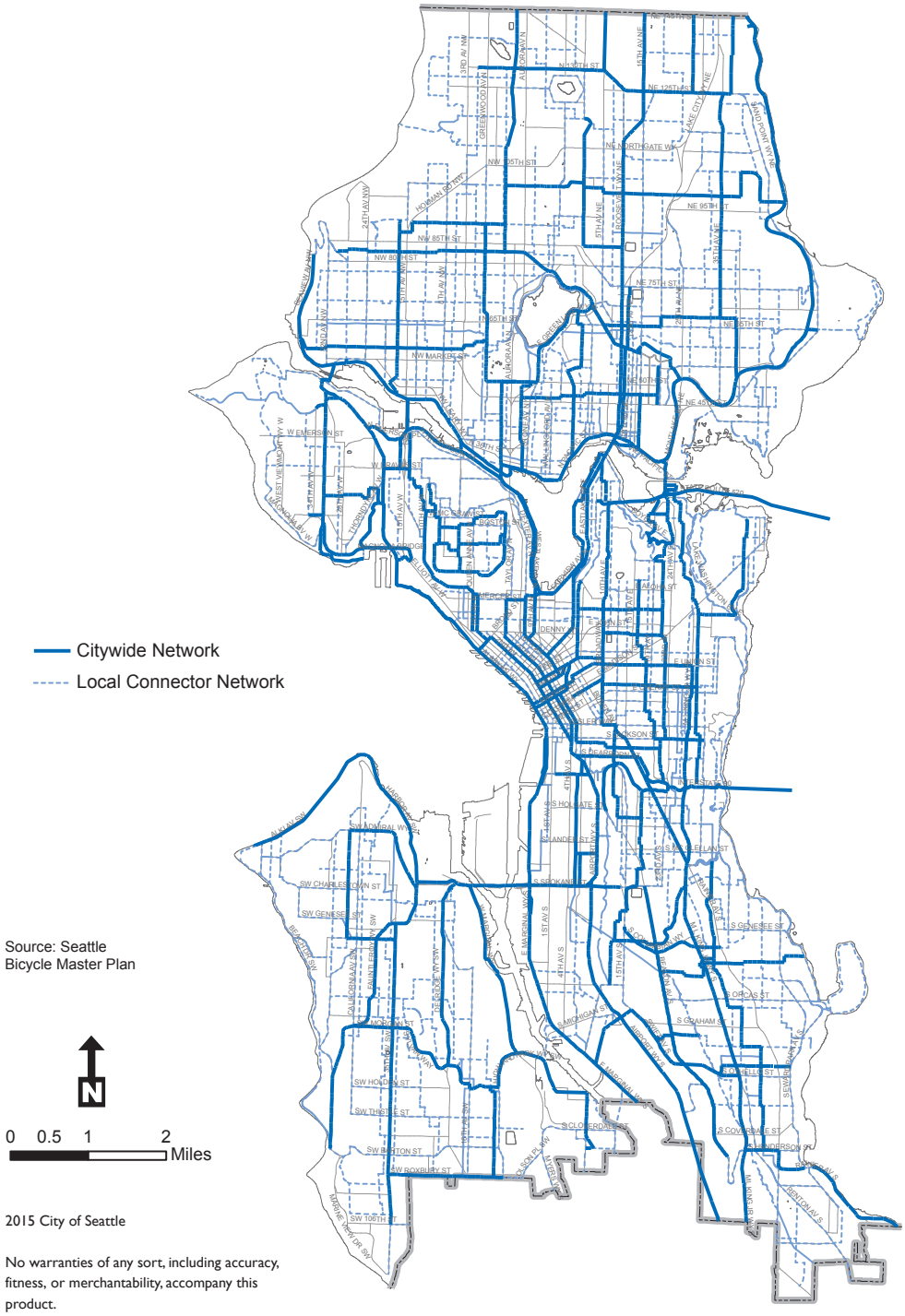
## Transportation Figure 5

Planned Frequent Transit Service Network



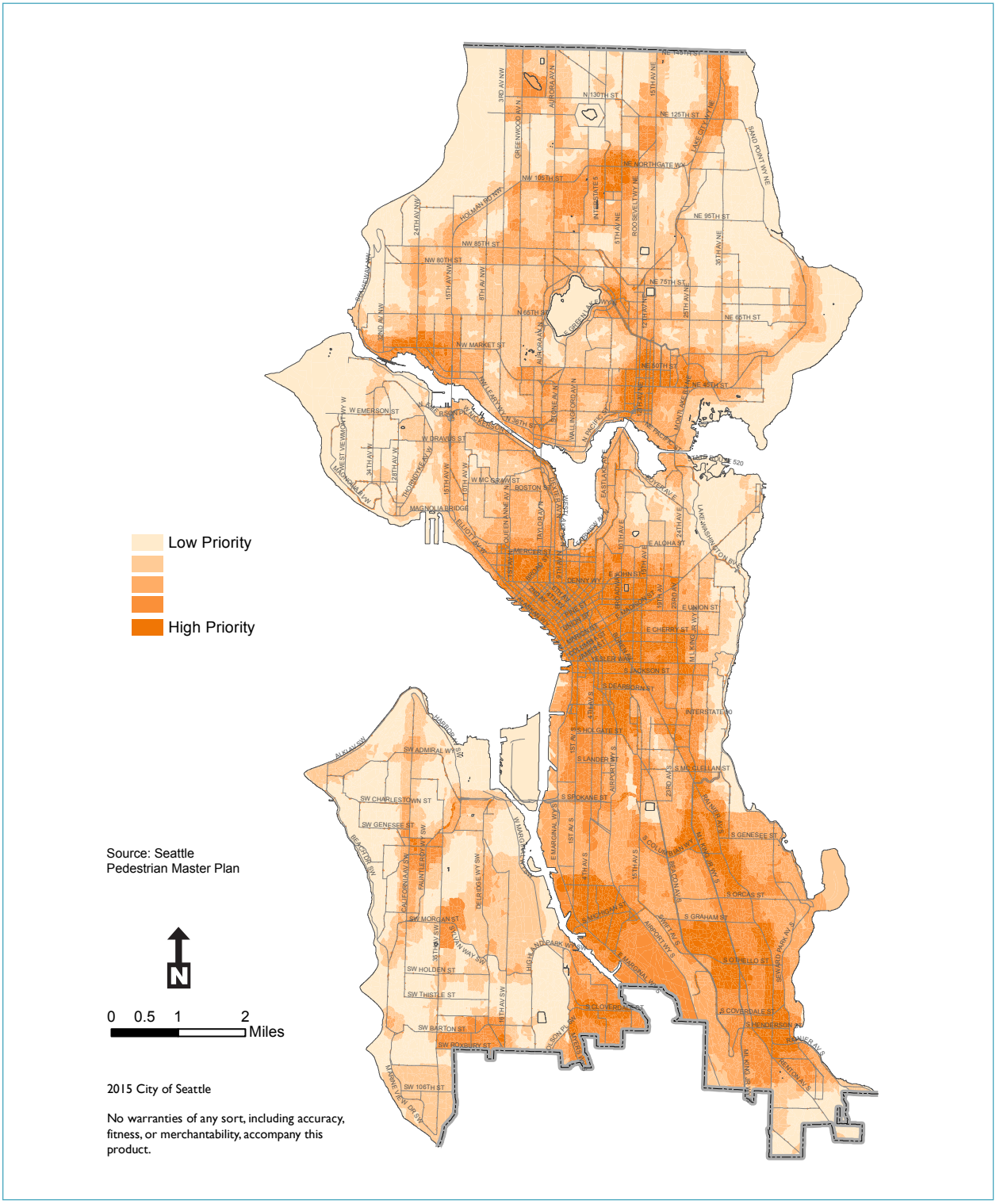
## Transportation Figure 6

Recommended Bicycle Network



## Transportation Figure 7

Pedestrian Priority Investment Areas



## GOAL

**TG 3** Meet people's mobility needs by providing **equitable** access to, and encouraging use of, multiple transportation options.

## POLICIES

**T 3.1** Develop and maintain high-quality, affordable, and connected bicycle, pedestrian, and transit facilities.

**T 3.2** Improve transportation options to and within the urban centers and urban villages, where most of Seattle's job and population growth will occur.

**T 3.3** Consider the income, age, ability, and vehicle-ownership patterns of populations throughout the city in developing transportation systems and facilities so that all residents, especially those most in need, have access to a wide range of affordable travel options.

**T 3.4** Develop a citywide transit system that includes a variety of transit modes to meet passenger capacity needs with frequent, reliable, accessible, and safe service to a wide variety of destinations throughout the day and week.

**T 3.5** Prioritize transit investments on the basis of ridership demand, service to populations heavily reliant on transit, and opportunities to leverage funding.

**T 3.6** Make transit services affordable to low-income residents through programs that reduce household transportation costs.

**T 3.7** Optimize operations of bus rapid transit, RapidRide, and streetcar corridors by adjusting signals and providing exclusive transit lanes to promote faster travel times for transit than for automobile travel.

**T 3.8** Work with transportation providers, such as car share, bike share and taxi providers, to provide access to their services throughout the city and to maintain the affordability of their services.

**T 3.9** Expand light rail capacity and bus reliability in corridors where travel capacity is constrained, such as crossing the Lake Washington Ship Canal or the Duwamish River, or through the **Center City**.

**T 3.10** Provide high-quality pedestrian, bicycle, and bus transit access to **high-capacity transit** stations, in order to support transit ridership and reduce **single-occupant vehicle** trips.

**T 3.11** Develop and maintain bicycle and pedestrian facilities, including public stairways, that enhance the predictability and safety of all users of the street and that connect to a wide range of key destinations throughout the city.

**T 3.12** Look for opportunities to reestablish or improve connections across I-5 by creating new crossings, enhancing streets where I-5 crosses overhead, or constructing lids, especially where these can also enhance opportunities for development or **open space**.

**T 3.13** Prioritize bicycle and pedestrian investments on the basis of increasing use, safety, connectivity, equity, health, **livability**, and opportunities to leverage funding.

**T 3.14** Develop facilities and programs, such as bike sharing, that encourage short trips to be made by walking or biking.

**T 3.15** Develop and implement programs to educate all users of the street on rules of the road, rights, and responsibilities.

**T 3.16** Support and plan for innovation in transportation options and shared mobility, including car sharing, bike sharing, and transportation network companies, that can increase travel options, enhance mobility, and provide first- and last-mile connections for people.

**T 3.17** Implement new technologies that will enhance access to transportation and parking options.

**T 3.18** Implement curb-space management strategies such as parking time limits, **on-street parking pricing**, loading zones, and residential parking programs to promote transportation choices, encourage parking turnover, improve customer access, and provide for efficient allocation of parking among diverse users.

**T 3.19** Consider **roadway pricing strategies** on city arterials to manage demand during peak travel times, particularly in the Center City.

**T 3.20** Consider replacing short-term parking that is displaced by construction or new transportation projects only when the project results in a concentrated and substantial amount of on-street parking loss.

**T 3.21** Design and manage the transportation system, including on-street parking, so that people with disabilities have safe and convenient access to their destinations, while discouraging use of disabled parking permits for commuter use in areas of high short-term parking demand.

**T 3.22** Assess the affordability and accessibility of existing and potential transportation options in order to better inform decisions affecting the equitable provision of transportation services.

# Transportation Effects on the Environment

## Discussion

Transportation policies that encourage use of nonautomobile travel options support not only the City's growth strategy but also its environmental goals, including those related to **climate change**. Cars, buses, trucks, and other motorized transportation make up Seattle's largest source of greenhouse gas emissions, and the City's Climate Action Plan sets high standards for reducing greenhouse gas emissions. Using more fuel-efficient transportation options to move larger numbers of people on well-designed and well-maintained streets is

a crucial step to creating a healthy urban environment. By reducing the need for personal car use, the City can also reduce congestion and provide more opportunities to reallocate public right-of-way for trees and landscaping. Providing and promoting a wider variety of transportation options is also integral to achieving these environmental goals.

### GOAL

**TG 4** Promote **healthy communities** by providing a transportation system that protects and improves Seattle's environmental quality.

### POLICIES

**T 4.1** Design and operate streets to promote **green infrastructure**, new technologies, and active transportation modes while addressing safety, accessibility, and aesthetics.

**T 4.2** Enhance the public street tree canopy and landscaping in the street right-of-way.

**T 4.3** Reduce drive-alone vehicle trips, vehicle dependence, and vehicle-miles traveled in order to help meet the City's greenhouse gas reduction targets and reduce and mitigate air, water, and noise pollution.

**T 4.4** Manage the transportation system to support modes that reduce the use of fossil fuels and promote the use of alternative fuels.

**T 4.5** Encourage the use of electric-powered vehicles and the provision and expansion of electric-vehicle charging stations.

**T 4.6** Improve mobility and access for freight in order to reduce truck idling, improve air quality, and minimize the impacts of truck parking and movement in residential areas.

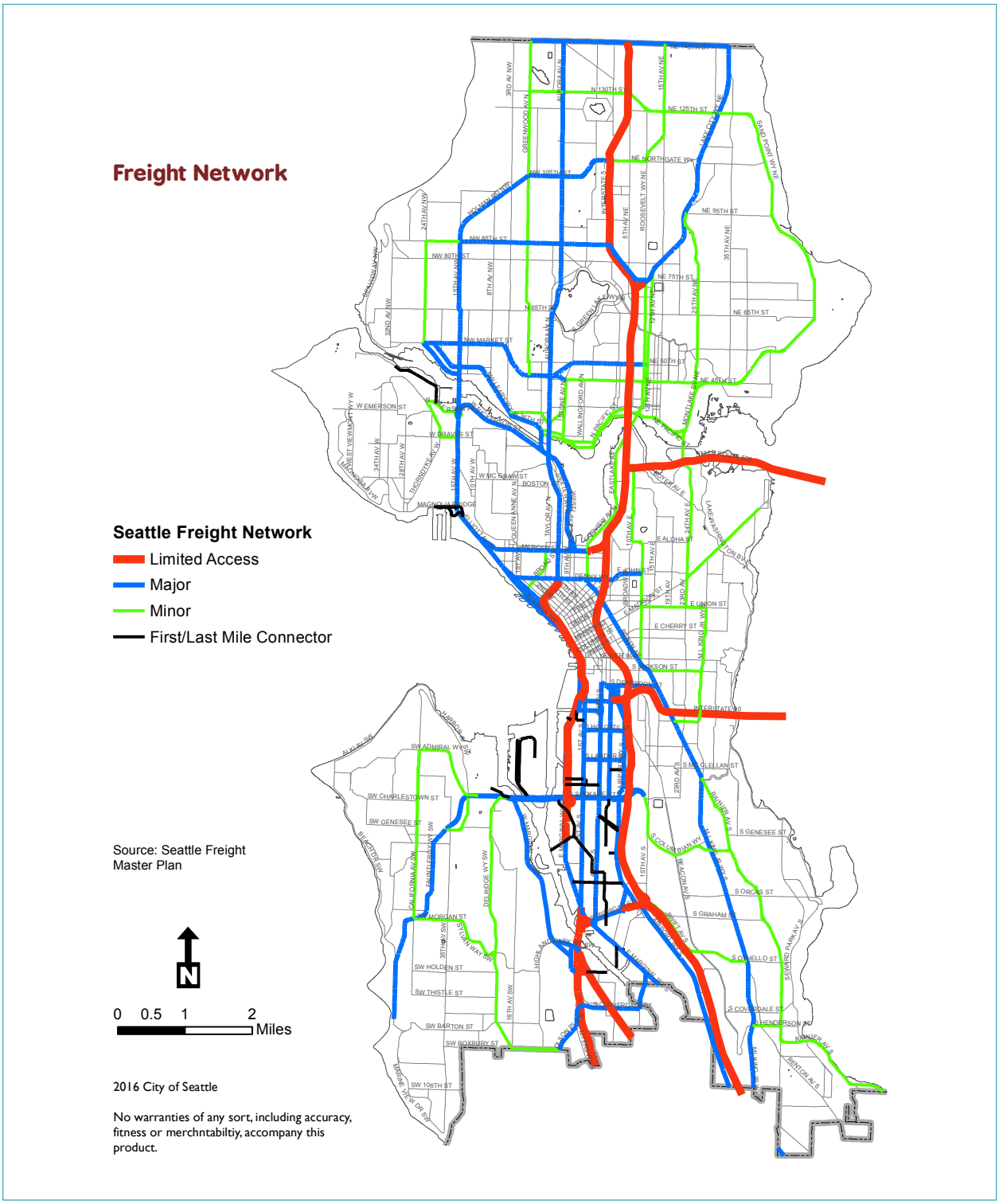
# Support a Vibrant Economy

## Discussion

The movement of goods and services is critical to economic development in Seattle and the region. Seattle's businesses and residents rely on freight routes for safe and timely transportation of goods. Freight carriers depend on a well-functioning network of rail, water, air, and truck transportation. The City's Freight Master Plan identifies the city's overall truck freight network and prioritizes investments for freight mobility projects. Transportation Figure 8 shows the major truck streets identified by the City. In addition to goods movement, a well-designed transportation network supports a thriving economy by enhancing access to jobs, businesses, schools, and recreation. This kind of easy access adds to the vibrancy of the city's urban centers and urban villages.

## Transportation Figure 8

Freight Network



**GOAL**

**TG 5** Improve mobility and access for the movement of goods and services to enhance and promote economic opportunity throughout the city.

**POLICIES**

**T 5.1** Enhance Seattle's role as the hub for regional goods movement and as a gateway to national and international suppliers and markets.

**T 5.2** Develop a truck freight network in the Freight Master Plan that connects the city's manufacturing/industrial centers, enhances freight mobility and operational efficiencies, and promotes the city's economic health.

**T 5.3** Ensure that freight corridors are designed, maintained, and operated to provide efficient movement of truck traffic.

**T 5.4** Use intelligent transportation system technology to alert motorists, bicyclists, and pedestrians to the presence and anticipated length of closures due to train crossings and bridge openings for water vessels.

**T 5.5** Evaluate the feasibility of grade separation in locations where train-induced street closings result in significant delays and safety issues for other traffic, and improve the safety and operational conditions at rail crossings of city streets.

**T 5.6** Work with freight stakeholders and the Port of Seattle to maintain and improve intermodal freight connections involving Port container terminals, rail yards, industrial areas, airports, and regional highways.

**T 5.7** Support efficient and safe movement of goods by rail where appropriate, and promote efficient operation of freight rail lines and intermodal yards.

**T 5.8** Increase efficient and affordable access to jobs, education, and workforce training in order to promote economic opportunity.

**T 5.9** Improve access to urban villages and other neighborhood business districts for customers and delivery of goods.

**T 5.10** Build great streetscapes and activate public spaces in the right-of-way to promote economic vitality.

**T 5.11** Explore freight demand management strategies that could consolidate freight delivery trips and encourage vehicles are sized appropriately for an urban environment.

# Safety

## Discussion

Safety guides every decision that the Seattle Department of Transportation makes for transportation system operation and design. People expect to feel safe as they use streets, transit

facilities, sidewalks, and trails. Collisions involving pedestrians or people riding bicycles are a relatively small percentage of overall collisions in the city but represent a much higher percentage of the serious injuries and fatalities in the city. When we invest in protecting our most vulnerable road users, such as pedestrians and bicyclists, we help build strong communities where residents and visitors are more likely to walk or bike, especially for short trips. Safer streets are also more efficient streets; they have fewer and less severe collisions, allowing people and goods to move safely and efficiently. In addition to making safety improvements, Seattle works to build a culture of mutual awareness between travelers. The City respects the right of all to travel safely regardless of how they choose to get around.

## GOAL

**TG 6** Provide and maintain a safe transportation system that protects all travelers, particularly the most vulnerable users.

## POLICIES

**T 6.1** Reduce collisions for all modes of transportation and work toward a transportation system that produces zero fatalities and serious injuries by 2030 to attain the City's Vision Zero objectives.

**T 6.2** Enhance community safety and livability through measures such as reduced speed limits, lane rechannelization, and crossing improvements.

**T 6.3** Consider lowering speed limits on residential streets and arterials as a way to reduce collision rates and improve safety.

**T 6.4** Minimize right-of-way conflicts to safely accommodate all travelers.

**T 6.5** Improve safety for all modes of transportation on streets heavily used by trucks.

**T 6.6** Invest in education measures that increase mutual awareness among motorists, pedestrians, and bicyclists.

**T 6.7** Implement innovative and effective measures to improve safety that combine engineering, education, evaluation, and enforcement.

**T 6.8** Make safety a priority in all transportation plans and projects, including project prioritization criteria.

**T 6.9** Use complete street principles, traffic-calming, and neighborhood traffic control strategies to promote safe neighborhood streets by discouraging cut-through traffic.

# Connecting to the Region

## Discussion

Seattle is the largest employment and cultural center in the Puget Sound region. It is also a destination for people from all over the area for work, shopping, and recreation. The city is served by a number of state and regional transportation facilities, including two interstate highways; several state highways; a regional light rail, commuter rail, and bus system; a ferry network; waterways; and railroads. While the bulk of the Transportation element addresses transportation within the city limits, this section provides guidance for larger regional projects that affect Seattle. It also provides guidance for Seattle's participation in regional transportation planning and funding efforts.

### GOAL

**TG 7** Engage with other agencies to ensure that regional projects and programs affecting Seattle are consistent with City plans, policies, and priorities.

### POLICIES

**T 7.1** Coordinate with regional, state, and federal agencies; other local governments; and transit providers when planning and operating transportation facilities and services that reach beyond the city's borders.

**T 7.2** Support completion of the freeway high-occupancy-vehicle lane system throughout the Central Puget Sound region and continued use of that system for promoting more efficient travel.

**T 7.3** Limit freeway capacity expansions intended primarily to accommodate drive-alone users to allow only spot improvements that enhance safety or remove operational constraints in specific locations.

**T 7.4** Support a strong regional ferry system that maximizes the movement of people, freight, and goods.

**T 7.5** Plan for the city's truck freight network, developed as part of the Freight Master Plan, to connect to the state and regional freight network, and to continue providing good connections to regional industrial and warehouse uses.

**T 7.6** Work with regional transit agency partners to expand and optimize cross-jurisdictional regional light rail and bus transit service investments that function as a single, coordinated system to encourage more trips to, from, and within Seattle on transit.

**T 7.7** Work with regional transit agencies to encourage them to provide service that is consistent with this Plan's growth goals and strategy.

**T 7.8** Support **regional transportation pricing** and tolling strategies that help manage regionwide transportation demand.

**T 7.9** Work with neighboring jurisdictions and King County to integrate the city's bicycle network, developed as part of the Bicycle Master Plan, with regional bicycle facilities.

# Operating and Maintaining the Transportation System

## Discussion

Thoughtful operation and maintenance of the transportation system promotes safety, efficiency, infrastructure preservation, and a high-quality environment. Spending money on maintaining and preserving the system today can prevent spending more dollars on replacing parts of the system later. This is particularly true for the more expensive and vital transportation assets, such as pavement, sidewalks, parking pay stations, intelligent transportation system devices, traffic-signal infrastructure, and bridges.

Since the City makes and maintains its transportation improvements with taxpayer money, it must spend every dollar wisely and in a way that is consistent with the City's overall vision. The City keeps a comprehensive inventory of transportation assets that includes information about the condition of its most valuable assets. The City uses performance measures to decide whether and when to repair or replace infrastructure. In addition to planning for future maintenance, the City must address the significant backlog of unmet maintenance needs that currently exists.

### GOAL

**TG 8** Maintain and renew existing transportation assets to ensure the long-term viability of investments, reduce ongoing costs, and promote safe conditions.

### POLICIES

**T 8.1** Maintain the transportation system to keep it operating and to maximize its useful life.

**T 8.2** Operate the transportation system in a way that balances the following priorities: safety, mobility, accessibility, **social equity**, **placemaking**, infrastructure preservation, and resident satisfaction.

**T 8.3** Employ state-of-the-art **intelligent transportation systems** to increase efficiency of movement and reduce travel delays for all modes.

**T 8.4** Repair transportation facilities before replacement is necessary; replace failed facilities when replacement is more cost-effective than continuing to repair.

**T 8.5** Optimize traffic-signal corridors, taking the needs of all types of transportation into account.

**T 8.6** Designate a heavy haul network for truck freight to provide efficient freight operations to key port terminals and intermodal freight facilities.

**T 8.7** Mitigate construction impacts from City and private projects on the use of the street right-of-way and on the operation of the transportation system, especially for vulnerable populations.

**T 8.8** Look for innovative ways to create training, youth employment, and living wage opportunities for **marginalized populations** in the construction and major maintenance of transportation facilities.

# Measuring Level of Service

## Discussion

To accommodate the growth anticipated in this Plan and the increased demands on the transportation system that come with that growth, the Plan emphasizes strategies to increase travel options. Those travel options are particularly important for connecting urban centers and urban villages during the most congested times of day. Strategies for increasing travel options include concentrating development in urban villages well served by transit, completing the City's modal plan networks, and reducing drive-alone vehicle use during the most congested times of day. As discussed earlier in this Transportation element, using the current street right-of-way as efficiently as possible means encouraging forms of travel other than driving alone.

In order to help advance this Plan's vision, the City will measure the **level of service** (LOS) on its transportation facilities based on the share of all trips that are made by people driving alone. That measure focuses on travel that is occurring via the least space-efficient mode. By shifting travel from drive-alone trips to more efficient modes, Seattle will allow more people and goods to travel in the same amount of right-of-way. Because buses are the primary form of transit ridership in the city and buses operate on the arterial system, the percentage of trips made that are not drive-alone also helps measure how well transit can move around the city. A more detailed description of the City's transportation LOS system can be found in the **Transportation Appendix**.

**GOAL**

**TG 9** Use LOS standards as a gauge to assess the performance of the transportation system.

**POLICIES**

**T 9.1** Define arterial and transit LOS to be the share of drive-alone trips made during the late-afternoon peak period (3:00 to 6:00 p.m.).

**T 9.2** Provide a menu of transportation-demand management tools for future development to meet non-drive-alone **mode share** targets, provision of transit passes, carpool benefits, and improvements to pedestrian and bicycle facilities.

**T 9.3** Pursue strategies to reduce drive-alone trips in order to increase the ability of the city's transportation network to carry people and goods.

**T 9.4** Assess the mode share LOS standards over time and adjust as needed, based on review of other City transportation measures.

# Funding

## Discussion

The city's transportation network is vital to preserving the quality of life, prosperity, and health of all Seattleites. Only with adequate funding can Seattle continue to operate, maintain, and improve its transportation network.

In November 2015 Seattle voters approved the Levy to Move Seattle, which replaced the Bridging the Gap levy that expired at the end of 2015. The Levy to Move Seattle will provide $930 million for transportation investments between 2016 and 2024 in three main categories: safety, congestion relief, and maintenance and preservation. This funding will help advance many of the policies in this Plan.

The City also has a commercial parking tax, which supports large capital improvement and preservation projects. In 2010 the City created the Seattle Transportation Benefit District (STBD), which has authority to generate revenues from additional sources not otherwise available to the City. The STBD imposed a twenty-dollar vehicle license fee, which provides an additional dedicated financial resource for addressing transportation needs. In addition, Seattle voters approved increased funding for bus transit service in 2014, which adds bus service to many of the highest-ridership routes in the city.

## GOAL

**TG 10** Ensure that transportation funding is sufficient to operate, maintain, and improve the transportation system that supports the City's transportation, land use, economic, environmental, equity, and other goals.

## POLICIES

**T 10.1** Maintain and increase dedicated local transportation funding by renewing or replacing the transportation levy and by maintaining or replacing the existing commercial parking tax and Seattle Transportation Benefit District.

**T 10.2** Work with regional and state partners to encourage a shift to more reliance on user-based taxes and fees, and on revenues related to impacts on the transportation system and the environment.

**T 10.3** Leverage local funding resources by securing grants from regional, state, and federal sources, and through contributions from those who benefit from improvements.

**T 10.4** Partner with other City departments, as well as regional transportation and public works agencies, to coordinate investments, maximize project integration, reduce improvement costs, and limit construction impacts on neighborhoods.

**T 10.5** Make strategic investment decisions consistent with City plans and policies.

**T 10.6** Prioritize investment by considering life-cycle costs, safety, environmental benefits, reduction of greenhouse gas emissions, and public health benefits. Race and social equity should be a key factor in selecting transportation investments.

**T 10.7** Consider use of transportation-impact fees to help fund transportation system improvements needed to serve growth.

**T 10.8** Prepare a six-year Capital Improvement Program (CIP) with projects and programs that are fully or partially funded.

**T 10.9** Develop prioritized lists of projects, consistent with City policies, and actively pursue funds to implement those projects.

**T 10.10** Identify and evaluate possible additional funding resources and/or alternative land use and transportation scenarios if the level of transportation funding anticipated in the six-year financial analysis (shown in Transportation Figures 9 and 10) falls short of the estimated amount.

**T 10.11** Explore innovative means of reducing maintenance costs such as converting right-of-way into other uses when appropriate.

## Transportation Figure 9

Estimated Future Transportation Revenue

| | Estimated Revenue in Millions (2016–2021) | |
|---|---|---|
| **Source** | **Low** | **High** |
| Seattle Transportation Benefit District Funding (vehicle license fee and sales tax) | $300 | $357 |
| Seattle Dedicated Transportation Funding | $833 | $858 |
| Grants and Partnerships | $163 | $640 |
| General Fund and Cumulative Reserve Fund | $305 | $400 |
| Seawall Levy and Waterfront Partnership | $420 | $475 |
| Long-Term Financing | $100 | $145 |
| Total | $2,120 | $2,875 |

## Transportation Figure 10

Estimated Future Transportation Expenditures

| | Estimated Expenditures in Millions (2016–2021) | |
|---|---|---|
| **Category** | **Low** | **High** |
| Operations and Maintenance | $406 | $430 |
| Major Maintenance and Safety | $750 | $844 |
| Mobility and Enhancements | $964 | $1,601 |
| Total | $2,120 | $2,875 |

# EXHIBIT 2

# GENERAL APPEAL FORM

*It is not required that this form be used to file an appeal. However, whether you use the form or not, please make sure that your appeal includes all the information/responses requested in this form. An appeal, along with any required filing fee, must be received by the Office of Hearing Examiner, not later than 5:00 p.m. on the last day of the appeal period or it cannot be considered. Delivery of appeals filed by any form of USPS mail service may be delayed by several days. Allow extra time if mailing an appeal.*

**APPELLANT INFORMATION** (Person or group making appeal)

1. **Appellant**:
   If several individuals are appealing together, list the additional names, addresses, and numbers on a separate sheet and identify a representative in #2 below. If an organization is appealing, indicate the group's name, addresses, and numbers here and identify a representative in #2 below.

   Name _____
   Address _____
   _____
   Phone: Work:_____ Home: _____

   Fax: _____ Email Address: _____

   ***In what format do you wish to receive documents from the Office of Hearing Examiner?***

   ***Check One:*** _____ *U.S. Mail* _____ *Fax* _____ *Email Attachment*

2. **Authorized Representative**:
   Name of representative if different from the appellant indicated above. Groups and organizations must designate one person as their representative/contact person.

   Name _____
   Address _____
   _____
   Phone: Work:_____ Home: _____

   Fax: _____ Email Address: _____

   ***In what format do you wish to receive documents from the Office of Hearing Examiner?***

   ***Check One:*** _____ *U.S. Mail* _____ *Fax* _____ *Email Attachment*

**DECISION BEING APPEALED**

1. **Decision appealed** (Departmental File or Reference #.): _____
2. **Address** (if any) connected to decision being appealed:
   _____
3. **Type of issue/decision being appealed if known (**ask for assistance if unknown**):**

_____
_____

(over)

**APPEAL INFORMATION**

Answer each question as completely and specifically as you can. Attach separate sheets if needed and refer to questions by number.

1. What is your interest in this appeal? (State how you are involved or affected by it)

_____
_____
_____
_____
_____

2. What are your objections to the issue being appealed? (List and describe what you believe to be the errors, omissions, or other problems and issues involved.)

_____
_____
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3. What relief do you want? (Specify what you want the Examiner to do: reverse the decision, modify conditions, etc.)

_____
_____
_____
_____
_____

Signature _____ Date_____

**Deliver or mail appeal and appeal fee to**:

**MAILING ADDRESS:** City of Seattle
Office of Hearing Examiner
P.O. Box 94729
Seattle WA 98124-4729

**PHYSICAL ADDRESS:** *SEATTLE MUNICIPAL TOWER*
*700 5th Avenue, Suite 4000*
*40th Floor*
*Seattle, WA 98104*

***Note:*** ***Appeal fees may also be paid by credit or debit card over the phone (Visa or MasterCard only).***

*Phone: (206) 684-0521* *Fax: (206) 684-0536* *www.seattle.gov/examiner*

# EXHIBIT 3

Seattle Department of Transportation

# CITY OF SEATTLE FREIGHT MASTER PLAN


**September 2016**

SDOT
Seattle Department of Transportation

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A. Freight Stakeholder Outreach
B. Existing and Future Truck Mobility and Access
C. Design Guidelines
D. Existing Conditions Report
E. Neighborhood Case Studies
F. Sustainable Freight Opportunities
G. Role of Freight in Seattle's Economy
H. Seattle 2035 Comprehensive Plan

Appendices available on
www.seattle.gov/transportation/freight_fmp.htm

## FMP ADVISORY COMMITTEE

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# CHAPTER 3: POLICY FRAMEWORK

## IN THIS CHAPTER:

The Freight Master Plan (FMP) exists on a foundation of local, state, and federal policies relating to freight mobility and industrial lands.

## FREIGHT MASTER PLAN VISION AND GOALS

The FMP is organized around an overall vision statement and 6 goals. The goals help describe what the plan is trying to achieve and shape its development. The vision and goals are informed by a broader policy framework of city, state, and federal transportation plans, primarily the Comprehensive Plan – the City's blueprint for how growth will be accommodated over the next 20 years.

### Vision

The vision for the plan expresses the desired end state, or result, of implementing this plan. The vision of the FMP is:

"A vibrant city and thriving economy connecting people and products within Seattle and to regional and international markets."

Efficient and reliable goods movement is essential to maintain the city's economic health and vibrancy. The vision statement makes it clear that the FMP is focused on supporting Seattle's industrial areas (and their important family-wage jobs), and ensuring Seattle is well connected to other freight networks in the region, state, and international markets. Seattle's industrial areas are an important part of its history and economy, and a reason why the city is a hub for the state and national economies. The vision also highlights the importance of supporting a vibrant city by ensuring goods can reach retail outlets, commercial centers and home deliveries.

### Goals

The vision statement is supported by six main goals that address:

- Economy
- Safety
- Mobility
- State of Good Repair
- Equity
- Environment

The goals articulate what the plan seeks to achieve over time in order to meet the vision, and also set the basis for the plan's strategies, actions, performance measures, and prioritization framework, which are outlined in Chapters 5 and 6.

**Economy – Provide a freight network that supports a thriving and diverse economy for Seattle and the region.**

Like the city's other modal master plans, the FMP is largely about supporting the city's land use and growth strategy. The freight network developed in this plan is focused on providing connections to and within Seattle's 2 manufacturing/industrial centers, its urban villages, and the regional freight network. By improving and maintaining an efficient freight network, Seattle can keep its competitive place in the regional and world economies for freight- related jobs.

**Safety – Improve safety and the predictable movement of goods and people.**

Safety is SDOT's highest priority, and promoting a safer city is one of the department's core values. While trucks represent a minority of vehicles on the road, their size requires thoughtful attention to the way the city's roads are designed and managed. Trucks also need to share space in the public right-of-way with general purpose traffic, transit, and people walking and riding bicycles, so the FMP identifies design guidelines and considerations for freight movement that will help trucks travel safely and predictably with other users of the roadway.

**Mobility – Reliably connect manufacturing/ industrial centers and business districts within the Seattle, regional, and international freight networks**

It is important to have a defined freight network that provides good connections from the regional transportation system to the city's 2 manufacturing/industrial centers, convenient access to the industrial areas, and connections to business districts and commercial centers.

**State of Good Repair - Maintain and improve the freight transportation network to ensure safe and efficient operations.**

Since trucks are heavy vehicles operating on city streets, maintaining and improving the condition of those streets is fundamentally important to ensure reliable freight movement. This is particularly true of streets on the identified freight network. Keeping freight routes well maintained is also a focus of federal legislation, and is a policy priority in the State's freight plan.

**Equity – Benefit residents and businesses of Seattle through equity in freight investments and improve the health of communities impacted by goods movement.**

We know that the movement of goods and services provide many benefits to our community. Employment linked to the city's industrial areas and Port provides family-wage jobs in the region. However, we also know that our most highly impacted communities – situated near our most trafficked roadways – are more likely to be populated by those who are of color, foreign born, more linguistically isolated, and/or who live in lower-income households. Across the nation, race is the most significant predictor of a person living near contaminated air, soil, or water. As we continue to develop and enhance the freight network, it is important to ensure that we are not exacerbating this issue.

We can help mitigate and improve air quality, water quality, and, potential noise impacts on communities near key freight corridors by providing additional green infrastructure (like trees and vegetation) when constructing projects, and updating truck fleets with new technologies or vehicle types to be more efficient. A more detailed list of strategies and actions to address equity can be found in Chapter 5.

**Environment – Improve freight operations in Seattle and the region by making goods movement more efficient and reducing its environmental footprint.**

Seattle has a long history of environmental stewardship and, through the 2013 Climate Action Plan, the City is committed to reach zero net greenhouse gas emissions (GHE) by 2050. As outlined in this plan, we can take actions to ensure better operations along key freight corridors and improve street conditions to reduce water and air quality impacts. In 2016, Seattle released an Equity & Environment Agenda to call on the entire community to advance equity in our environmental work across the city. Freight operators can also help Seattle reach these goals by continuing to modernize freight fleets, exploring alternative freight vehicles (e.g., bicycles and electric vehicles), and reducing engine idling. The City can mitigate impacts on communities through investments that support freight mobility, community health, and our environment.

## PLANNING CONTEXT

The FMP is part of a broader set of policy documents that discuss freight mobility. This section of the plan summarizes several of these policy documents and outlines how the plan is consistent with the broader themes in them.

### Federal and State Freight Planning

Freight planning has received heightened focus at the federal and state levels in recent years. This is great news, as it provides a wealth of information and a strong foundation on which to base the City's first FMP. The federal and state efforts are highlighted below.

### The FAST Act and the National Freight Strategic Plan

The 2015 federal surface transportation reauthorization legislation, the Fixing America's Surface Transportation (FAST) Act, includes freight planning and project delivery provisions. It establishes for the first time a national highway freight program with funding dedicated to a new National Highway Freight Network (NHFN).

Among the goals of the freight program are to:[1]

- Invest in infrastructure and operational improvements to strengthen economic competitiveness; reduce congestion and bottlenecks; reduce the cost of freight transportation and improve its year-round reliability; and increase productivity, especially for domestic industries that create high-value jobs
- Improve the safety, security, efficiency, and resiliency of freight transportation in urban and rural areas
- Improve the efficiency and productivity of the NHFN, its state of good repair, and its use of innovation and advanced technology for safety, efficiency, and reliability
- Reduce the environmental impacts of freight movements on the NHFN

Dedicated freight funding (described further in Chapter 6) may be used mainly on the NHFN, with up to 10% available for freight rail and ports. In the state of Washington, the NHFN has three components:

- A Primary Freight System totaling 817 centerline miles of existing roadways, consisting chiefly of interstate highways and intermodal connectors
- Critical Urban Freight Corridors to be defined by the State and regional metropolitan planning organizations (MPOs) up to a maximum of 82 miles
- Critical Rural Freight Corridors to be defined by the State up to a maximum of 163 miles

The FAST Act encourages development of State Freight Advisory committees and requires the creation of State Freight Plans to improve coordination of freight transportation planning. Washington State updated its freight mobility plan in 2014. The FAST Act also establishes a National Multimodal Freight Network (NMFN, including the NHFN, rail lines, and major sea and air ports) and mandates that the U.S. Department of Transportation (USDOT) produce a National Freight Strategic Plan (NFSP).

The NFSP must:

- Assess the condition and performance of the NMFN, forecast future demands, and identify bottlenecks
- Identify major corridors and trade gateways, encompassing access to manufacturing, agriculture, energy, and other natural resources
- Encourage multijurisdictional collaboration
- Assess physical, institutional, and financial barriers to improvement
- Define strategies for intermodal freight connectivity
- Specify best practices for enhancing the system

### Washington State Freight Mobility Plan

The Washington State Department of Transportation (WSDOT) has led development of the State Freight Mobility Plan to ensure that the transportation system in Washington state supports and enhances trade and sustainable economic growth. As one of the most trade-dependent states in the nation, Washington relies on an efficient freight transportation network.

The Washington State Freight Plan was completed in 2014 and the plan's three objectives are to:

- Develop an urban goods movement system that supports jobs, the economy, and clean air for all, and provides goods delivery to residents and businesses

[1]Fixing America's Surface Transportation Act. Page 92. December 2015 www.congress.gov/114/bills/hr22/BILLS-114hr22enr.pdf

- Maintain Washington's competitive position as a Global Gateway with a robust freight system able to serve the multimodal needs of trade and international and interstate commerce, as well as state and national export initiatives
- Support rural economies' farm-to-market, manufacturing, and resource industry sectors

## Local Planning

A number of local planning efforts also contribute to the development of the FMP. The most noteworthy is Seattle's Comprehensive Plan. In addition, other city plans, policies, and design manuals influenced the development of the FMP, and in turn may be influenced by the FMP in their future updates. These include:

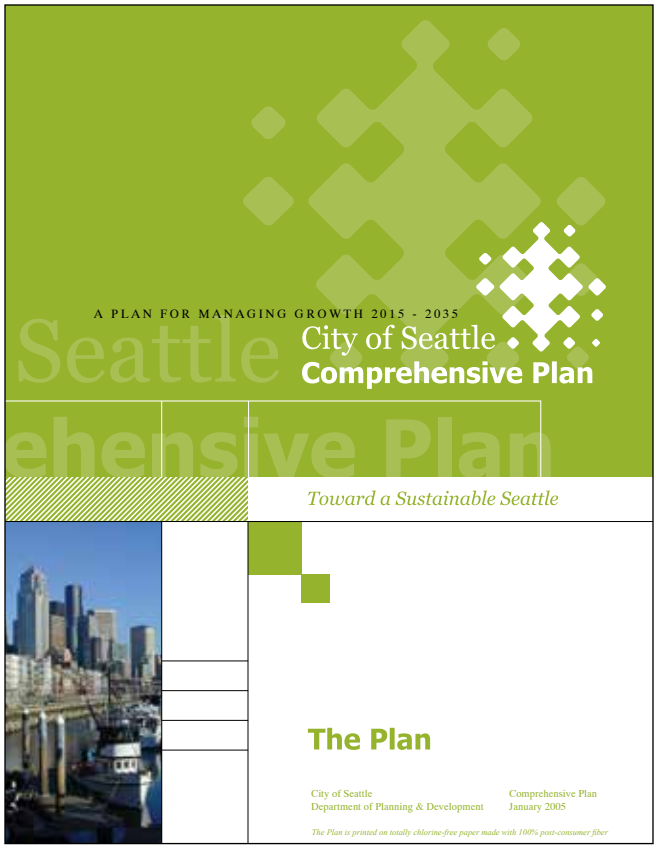
- Comprehensive Plan
- Move Seattle 10-year strategic vision
- Modal master plans for transit, pedestrians, and bicycles
- Complete Streets policy
- Climate Action Plan
- Industrial Areas Freight Access Project
- Right-of-Way Improvements Manual

### Seattle's Comprehensive Plan

Seattle's Comprehensive plan governs land use and transportation policy issues. The 2015 Comprehensive Plan, *Toward a Sustainable Seattle*, is in the process of being updated, with *Seattle 2035* anticipated to be adopted in 2016. The Comprehensive Plan is organized around a set of 4 core values:

- Community
- Environmental Stewardship
- Economic Opportunity and Security
- Race and Social Equity

The Comprehensive Plan's primary strategy for accommodating future growth in Seattle is to concentrate growth in centers, including the City's 2 Manufacturing/Industrial Centers.




Additionally, Seattle's Comprehensive Plan contains several elements, or chapters, with goals and policies that speak to the importance of industrial lands and the importance of industrial businesses to the city's overall economy. These elements include:

- Growth Strategy (Urban Village) Element
- Land Use Element
- Container Port Element
- Transportation Element

Many of the goals in the FMP are consistent with the broader core values of the Comprehensive Plan (environment, economic opportunity, and equity). While the FMP primarily deals with transportation issues around freight mobility, it is consistent with and supports the City's overall growth strategy, which includes promoting and protecting industrial lands.

The following sections highlight policies relevant to the FMP from *Toward a Sustainable Seattle*. Relevant policies from the update, *Seattle 2035*, are included in Appendix H.

### Urban Village Element

The plan's Urban Village Element has several goals and policies that summarize the importance of Seattle's industrial lands:

**UV**G19 Ensure that adequate accessible industrial land remains available to promote a diversified employment base and sustain Seattle's contribution to regional high-wage job growth.

**UV**G21 Encourage economic activity and development in Seattle's industrial areas by supporting the retention and expansion of existing industrial businesses and by providing opportunities for the creation of new businesses consistent with the character of industrial areas.

**UV**20 Designate the following locations as manufacturing/industrial centers:

1. The Ballard Interbay Northend Manufacturing/Industrial Center
2. The Duwamish Manufacturing/ Industrial Center

**UV**21 Promote manufacturing and industrial employment growth, including manufacturing uses, advanced technology industries, and a wide range of industrial related commercial functions, such as warehouse and distribution activities, in manufacturing/industrial centers.

### Land Use Element

One of the primary purposes of the manufacturing/industrial center designation (both in Seattle's Comprehensive Plan and the regional Vision 2040 plan) is to promote the retention and growth of industrial and warehouse land uses. The FMP is largely focused on ensuring that there is a connected, resilient freight network that can support these policies. The City's overall policies on industrial lands are contained in several policies in the Comprehensive Plan Land Use Element:

**LU**G22 Provide opportunities for industrial activity to thrive in Seattle.

**LU**G24 Preserve industrial land for industrial uses and protect viable marine and rail related industries from competing with non-industrial uses for scarce industrial land. Give special attention to preserving industrial land adjacent to rail and water dependent transportation facilities.

**LU**G25 Promote high-value-added economic development by supporting growth in the industrial and manufacturing employment base.

### Container Port Element

The Comprehensive Plan also has a Container Port Element, which recognizes the importance of the Port of Seattle as a vital economic development entity and cargo gateway. The Container Port Element contains several goals and policies that support retention of this function, including:

> **CP**6 Monitor, maintain, and improve key freight corridors, networks, and intermodal connections that provide access to cargo container facilities and the industrial areas around them to address bottlenecks and other access constraints. Provide safe, reliable, efficient, and direct access between Port marine facilities and the state highway or interstate system, and between Port terminals and railroad intermodal facilities, recognizing that Port operations must address other transportation needs, such as pedestrian safety.
>
> **CP**8 Maintain the City's classification of "Major Truck Streets." Because freight is important to the basic economy of the City and has unique right-of-way needs to support that role, freight will be a major priority on streets classified as Major Truck Streets. Street improvements that are consistent with freight mobility but also support other modes may be considered on these streets.

### Transportation Element

As required by the Growth Management Act, Seattle's Comprehensive Plan contains a Transportation Element. The Transportation Element is intended to be consistent with, and help implement, the land use vision for the City (articulated in the plan's Urban Village and Land Use Elements).

The Transportation Element of the Comprehensive Plan is written at a fairly high level, and is intended to help frame more specific goals, policies, and strategies in other documents, including all of the city's modal plans (Bicycle Master Plan, Pedestrian Master Plan, Transit Master Plan, and now the FMP).

In the Transportation Element of the Comprehensive Plan, there are several goals and policies that relate to freight mobility (several of which may be revised in the planned Comprehensive Plan update). These goals and policies include:

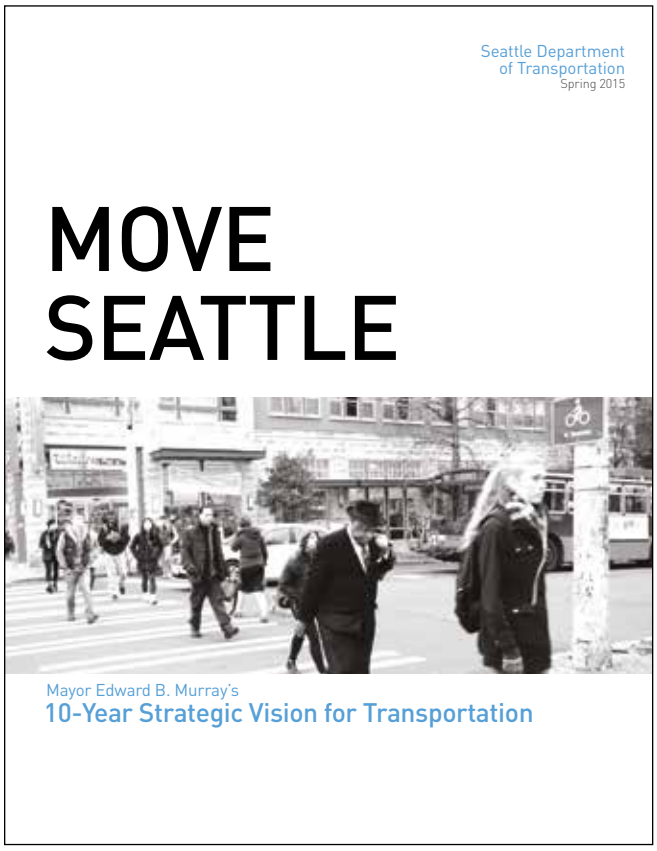
> **T**10 Designate, in a freight master plan, a truck street classification network to accommodate trucks and to preserve and improve commercial transportation mobility and access.
>
> **T**G18 Preserve and improve mobility and access for the transport of goods and services.
>
> **T**G19 Maintain Seattle as the hub for regional goods movement and as a gateway to national and international suppliers and markets.
>
> **T**48 Recognize the importance of the freight network to the city's economic health when making decisions that affect Major Truck streets as well as other parts of the region's roadway system. Complete Street improvements supporting freight mobility along with other modes of travel may be considered on Major Truck Streets.
>
> **T**51 Consider the needs for local delivery and collection of goods at businesses by truck when making street operational decisions and when developing and implementing projects and programs for highways, streets and bridges.

The vision and goals of the FMP are very consistent with and help add specificity to these Comprehensive Plan goals and policies. The policies make reference to "Major Truck Streets," which is a freight designation that was developed many years ago. This FMP has a new, more comprehensive freight network discussed in Chapter 4 with a number of freight designations, and it preserves the use of the "Major Truck Streets" designation.

## Move Seattle Strategic Plan

In 2014, the City produced Move Seattle: Mayor Murray's 10-Year Strategic Vision for Transportation. The document summarized SDOT's (and the City's) core values for the transportation system, which are:

- A Safe City: Our goal is to eliminate serious and fatal crashes in Seattle
- An Interconnected City: Our goal is to provide an easy-to-use, reliable transportation system that gives you the options you want when you need them
- A Vibrant City: Our goal is to use Seattle's streets and sidewalks to improve the city's health, prosperity, and happiness
- An Affordable City: Our goal is to give people high-quality and low-cost transportation options that allow them to spend money on things other than transportation
- An Innovative City: Our goal is to understand and plan for the changes of tomorrow, while delivering great service today




The goals in the FMP align with these Move Seattle core values. One Move Seattle section in particular, the Vibrant City section, lists a number of actions to improve mobility for freight and delivery vehicles. These actions include completing the FMP, making spot improvements for trucks, implementing pilot freight-only lanes in the Duwamish MIC, and collecting better data about truck volumes on Seattle's streets.

In addition to laying out specific actions, Move Seattle also includes a 10-year capital project priority list for multimodal improvements around the city. Several of these projects would improve the movement of goods, including:

- East Marginal Way Corridor Improvements
- South Lander Street Grade Separation/ Railroad Crossing
- 1st Avenue South Corridor Improvements
- Delridge Avenue SW Corridor Improvements

Move Seattle also emphasizes the need for all of the modal master plans to be considered together, in an integrated fashion, to ensure that Seattle has a fully interconnected transportation system to move people and goods.

## Modal Master Plans

In addition to the FMP, the City has 3 other citywide modal master plans: the Transit Master Plan, the Bicycle Master Plan, and the Pedestrian Master Plan. Each of these plans is somewhat similar in that they identify policies, projects, programs, performance measures, and priorities to advance their respective modes of transportation.

Many of the modal plans identify needs on the same streets and corridors. When implementing projects identified in one modal master plan, SDOT staff need to consult all other master plans to understand the demands on specific streets and corridors. At times, they must try to reconcile different needs identified in the respective master plans. This is one reason for the importance of the new right-of-way allocation policy developed

as part of the Comprehensive Plan update anticipated in 2016.

SDOT not only develops modal master plans, but has dedicated funding to implement these plans. In the recent Move Seattle levy, there is $1.5 million annually allocated for freight spot improvements. The FMP will provide guidance for how this funding is allocated.

## Right-of-Way Allocation Policies

As part of the anticipated 2016 major update of the Comprehensive Plan, there are a series of new policies relating to right-of-way allocation and how decisions are made with regard to using street space. The policies establish 6 essential functions of the street right-of-way:

- Mobility (moving people and goods)
- Access for people (e.g., bus stops and short-term passenger vehicle parking)
- Access for commerce (e.g., loading spaces for trucks)
- Activation (e.g., parklets)
- Greening (street trees, green stormwater infrastructure, etc.)
- Storage (longer-term storage of vehicles)

The policies state that, in making right-of-way decisions, SDOT should accommodate as many of these functions as possible and look to the modal master plans to identify modal needs on individual streets and corridors. This is one reason why having a comprehensive, connected freight network designated in the FMP is so important.

### Complete Streets Ordinance

The Seattle City Council adopted a Complete Streets ordinance in 2007. The ordinance articulates the City's commitment to:

- Plan for, design, and construct all new City transportation improvement projects to provide appropriate accommodation for pedestrians, bicyclists, transit riders, and persons of all abilities, while promoting the safe operation for all users

The Complete Streets ordinance defines the Major Truck Street network within Ordinance 122386 Section 3:

"Because freight is important to the basic economy of the City and has unique right-of-way needs to support that role, freight will be the major priority on streets classified as Major Truck Streets. Complete Street improvements that are consistent with freight mobility but also support other modes may be considered on these streets."

The City's Complete Streets ordinance recognizes the unique demands of Major Truck Streets in moving freight. SDOT implements the Complete Streets policy through an assessment tool (a checklist) that evaluates projects against the policy. The Complete Streets assessment helps identify improvements that can be incorporated into the project to balance the needs of all users. As the FMP replaces the Major Truck Street network with an expanded freight network, the Complete Streets checklist will be revised as needed to reflect the updated network and reference any applicable design guidelines in the updated Right-of-Way Improvements Manual.

### Climate Action Plan

In 2013, the City Council adopted a major update to the City's Climate Action Plan (CAP). The updated CAP was developed to help implement the Council's goals (as established in Resolution 31312) of being "climate neutral" (producing zero net greenhouse gas emissions) by 2050. The CAP articulates a comprehensive strategy for reaching this goal over time, and contains a number of actions for both the near term (2015) and longer term (2030).

As noted in the CAP, approximately 40% of all greenhouse gas emissions in Seattle are generated by the road transportation sector. The 2012 Seattle Community Greenhouse Gas Emissions Inventory (published April 2014) states that, in 2012, road transportation (especially passenger travel) accounted for the largest share (64%) of Seattle's core emissions – those emissions that the city has the greatest opportunity to control. Of that percentage, freight contributes 19% and passengers contribute 45%. The interesting trend is that, while Seattle's population has grown 23% from 1990 to 2012 and jobs have increased 14% over that same time period, core greenhouse gas emissions have actually declined by 4%. Emissions have also decreased on a per person basis.[2]

The CAP included a near-term (2015) action to:

- Develop an FMP that includes goals to make freight movement more efficient and reduce its impact on greenhouse gas emissions

In addition to near-term actions, the Climate Action Plan includes two longer-term (2030) actions that relate to freight mobility. These are:

- Support programs that help heavy duty truck owners and operators transition to more efficient vehicles and cleaner fuels
- Continue efforts to preserve Seattle's industrial lands, which provide local jobs and have efficient access to a deep water port, rail lines, and highways

Based on this direction, the FMP includes analysis of sustainable freight practices for incorporation into the plan. Improving the environment is also one of the six main goals of the FMP.

### Industrial Areas Freight Access Project

The Seattle Industrial Areas Freight Access Project (FAP) was a targeted look at Seattle's 2 MICs – the Greater Duwamish and the Ballard/ Interbay Northend. The FAP was developed jointly by SDOT and the Port of Seattle and was completed in 2015. The project focused on the

[2]City of Seattle. 2012 Seattle Community Greenhouse Gas Emissions Inventory. April 2014. www.seattle.gov/Documents/Departments/OSE/2012%20GHG%20inventory%20report_final.pdf

connections within and between the MICs, as well as to the regional and state transportation networks. It identified truck -freight transportation infrastructure investments needed over the next 20 years to keep Seattle's industrial lands vibrant and productive.

Projects identified in the FAP have been incorporated into the FMP. The FAP also served as a building block for the key policy, programmatic, and technical issues examined in the FMP.

### Right-of-Way improvements Manual

The Right-of-Way Improvements Manual (ROWIM) is an online resource developed by the City of Seattle to help property owners, developers, architects, landscape architects, and engineers involved with the design, permitting, and construction of improvements to Seattle's street right-of-way. It serves as a link between high-level city transportation goals and policies in the Comprehensive Plan and specific design standards articulated in the city's Standard Specifications for Road, Bridge, and Municipal Construction. This latter document ensures consistent construction methods, materials, and final products.

The ROWIM considers and attempts to balance the access and mobility needs of all users of the street right-of-way: pedestrians, non-motorized vehicles, automobiles, transit, and freight. Procedures and design criteria consider the critical balance among safety, preservation and maintenance of roadway infrastructure and utility services, and preservation of our environment.

Knowing that all projects have site-specific opportunities and constraints, the ROWIM articulates the City's design standards and guidance for street right-of-way improvements and describes a deviation process to achieve flexibility when practical.

The ROWIM is updated, as necessary, to reflect the City's growth and vision for the future. The 2016 update will contain specific information on turning radii, lane widths, and other design elements that will be used when designing projects, including freight projects.

**TABLE 5-4: STRATEGIES AND ACTIONS**

| **Safety** - Improve safety and the predictable movement of goods and people. | |
|---|---|
| **Strategies** | **Actions** |
| 1.1 Develop a comprehensive freight education program | 1.1.1 Work with partners to develop and disseminate educational materials on freight mobility and safety issues |
| | 1.1.2 Develop freight safety training for members of SDOT's modal advisory boards (e.g., take a ride in a truck, experience the roadway from a disabled pedestrian perspective) |
| | 1.1.3 Work with partners to educate truck drivers on City regulations, the freight network, preferred routes, and online resources |
| | 1.1.4 Work with partners to host truck rodeos to educate residents on freight design challenges, safety, truck blind spots, and the role of freight in an urban setting |
| | 1.1.5 Use growth in home deliveries to heighten community awareness of freight performance requirements |
| 1.2 Improve safety at railroad crossings | 1.2.1 Document at-grade rail crossings and conditions using funding from the Levy to Move Seattle |
| | 1.2.2 Work with partners to evaluate and make improvements at at-grade rail crossings |
| 1.3 Support commercial vehicle enforcement efforts | 1.3.1 Explore long-term funding opportunities for increased commercial vehicle enforcement efforts |
| | 1.3.2 Continue to have SDOT Commercial Vehicle Enforcement Officers provide training to Seattle Police Department(SPD) |
| | 1.3.3 Participate in Washington State Patrol (WSP) emphasis efforts |
| 1.4 Employ Traffic Incident Management System practices | 1.4.1 Follow established Traffic Incident Management System (TIMS) practices in collaboration with SPD and WSP to quickly address traffic incidents on the freight network, including incident clearing and alternate route identification |
| 1.5 Assess landscaping in the right-of-way to reduce truck-specific sightline issues on the freight network | 1.5.1 Identify additional funding for SDOT landscape maintenance crews |
| | 1.5.2 Integrate the freight network into landscape maintenance management plans |

**TABLE 5-4: STRATEGIES AND ACTIONS (CONTINUED)**

| **Safety** - Improve safety and the predictable movement of goods and people. | |
|---|---|
| **Strategies** | **Actions** |
| 1.6 Assess street trees in the right-of-way to reduce truck-specific sightline issues on the freight network | 1.6.1 Evaluate overlap of the freight network with SDOT-maintained street trees and integrate the freight network in to tree maintenance plans |
| | 1.6.2 Assess and enforce tree clearance issues along the freight network for trees that are privately owned and maintained |
| 1.7 Explore programs to install truck side guards on city truck fleets | 1.7.1 Determine program feasibility to install truck side guards on City-owned vehicles; include identification of retrofit costs, vehicle operations, and potential funding sources |
| | 1.7.2 Explore feasibility to require freight vehicles operating under City contracts to have truck side guards installed, where appropriate |
| 1.8 Integrate planning for freight with other modes | 1.8.1 Use the multimodal right-of-way allocation process within the updated Comprehensive Plan to move people and goods as safely as possible |
| 1.9 Assess conflicts between transit and freight mobility | 1.9.1 Design transit waiting and boarding facilities to minimize conflicts with goods movement and deliveries |
| | 1.9.2 Explore shared transit/freight-only lanes and their application |
| 1.10 Assess conflicts between bicycle and freight mobility | 1.10.1 Address freight delivery needs, including alley access and Commercial Vehicle Load Zone locations, when developing bicycle infrastructure projects to minimize conflicts with goods movement and deliveries |
| | 1.10.2 Design bicycle facility treatments to provide predictable movement of people on bicycles and to minimize conflicts with goods movement and deliveries |
| 1.11 Assess conflicts between pedestrian and freight mobility | 1.11.1 Design pedestrian facility treatments to provide predictable movement of people and to minimize conflicts with goods movement and deliveries |
| | 1.11.2 Review pedestrian crossing opportunities on streets in the freight network and provide controlled or pedestrian-activated crossings, where appropriate |

**TABLE 5-4: STRATEGIES AND ACTIONS (CONTINUED)**

| **Economy** - Provide a freight network that supports a thriving and diverse economy for Seattle and the region. | |
|---|---|
| **Strategies** | **Actions** |
| 2.1 Develop an urban goods delivery strategy | 2.1.1 Establish a minimum distance for loading opportunities from any business address, either in on-street, alley or off-street locations; maintain or reassign loading locations when designing transportation and private development projects |
| | 2.1.2 When alleys are vacated, identify and address loading and circulation impacts to adjacent and nearby properties |
| | 2.1.3 Improve enforcement of commercial vehicle load zones |
| | 2.1.4 Expand commercial vehicle load zone hours to 24 hours a day, 7 days a week in select locations |
| | 2.1.5 Review the commercial vehicle load zone permit process to consider more effective use of price to manage demand, access, and types of user |
| | 2.1.6 Consider potential expansion of the Downtown Traffic Control Zone in a manner that improves daytime street network reliability but still provides sufficient urban good delivery access |
| | 2.1.7 Evaluate and recommend on- and off-street tactics to enable bicycle, non-truck, and small truck deliveries in dense areas |
| | 2.1.8 Evaluate new curb designs to increase flexibility and opportunities to share space |
| | 2.1.9 Develop a pilot program for off-hours delivery in areas with a mix of residential and commercial land use to facilitate truck movement |
| | 2.1.10 Explore freight demand management strategies to consolidate freight delivery trips and ensure vehicles are right-sized for an urban environment |
| | 2.1.11 Identify and employ innovative uses of technology to guide urban good deliveries to destinations and manage access to loading locations |
| | 2.1.12 Develop a data collection plan and seek funding to regularly monitor on-street and off-street commercial loading locations and gather user input |
| | 2.1.13 Explore best off-street loading practices, including loading dock development and use standards |
| | 2.1.14 Work with other city departments to reevaluate and update design requirements in new development to accommodate increased online delivery package storage |

**TABLE 5-4: STRATEGIES AND ACTIONS (CONTINUED)**

| **Economy** - Provide a freight network that supports a thriving and diverse economy for Seattle and the region. | |
|---|---|
| **Strategies** | **Actions** |
| 2.2 Explore the implementation of urban consolidation centers, joint distribution centers, or local building logistics centers in Seattle | 2.2.1 Work with other City departments and agencies to conduct a feasibility study to create urban consolidation centers, joint distribution centers, or local building logistics centers. Assess real estate opportunities, site development needs, and partner options, including third party logistics (3PL) firms |
| 2.3 Coordinate freight efforts and improvements with partners | 2.3.1 Continue to engage in regional and state freight forums through the Puget Sound Regional Council and other organizations |
| | 2.3.2 Maintain a regular forum between SDOT, the Port of Seattle, and the Northwest Seaport Alliance to coordinate and collaborate on freight issues |
| | 2.3.3 Provide the Freight Advisory Board with timely, accurate and appropriate information on plans, programs and projects affecting freight mobility in Seattle to ensure it can fulfill its responsibilities |
| | 2.3.4 Improve coordination and collaboration among SDOT's modal advisory boards (freight, pedestrian, bicycle, and transit) |
| | 2.3.5 Work with partners to educate stakeholders (including the public at large) about the importance of freight mobility to the local and regional economies in order to secure support for freight investments |
| 2.4 Maintain and improve truck freight mobility and access between and within the city's MICs and to the regional highway system | 2.4.1 Track and address the impact of at-grade-crossings with high volumes of trains and trucks within the Manufacturing/ Industrial Centers (MICs) |
| | 2.4.2 Explore and test the use of truck-only lanes to improve freight mobility on city streets with high truck volumes |
| | 2.4.3 Work with the Port of Seattle, the Northwest Seaport Alliance, and intermodal partners to provide efficient access to core intermodal facilities |
| | 2.4.4 Address bottlenecks and other access constraints along key freight corridors, networks and intermodal connections |
| | 2.4.5 Keep landscaping in MICs to a minimum to allow for flexibility for industrial activities, except along selected arterials where screening may be appropriate |
| | 2.4.6 Conduct small area transportation analyses to identify and address localized circulation needs |

**TABLE 5-4: STRATEGIES AND ACTIONS (CONTINUED)**

| **Mobility** - Reliably connect manufacturing/industrial centers and business districts within Seattle, regional, and international freight networks. | |
|---|---|
| **Strategies** | **Actions** |
| 3.1 Designate and enhance a freight network for the City | 3.1.1 Establish a freight network to designate where freight movements are expected and planned to occur |
| | 3.1.2 Prioritize freight investments on the designated freight network to support efficient freight mobility and address deficiencies in the network |
| | 3.1.3 Improve roadway geometry to support goods movement using "design for" and "accommodate" approaches for freight vehicles, depending on the street function, location (street type), and truck volumes |
| 3.2 Expand the city's freight data collection program | 3.2.1 Improve the frequency of regular truck counts (e.g., annual) |
| | 3.2.2 Install permanent truck count stations on key segments of the designated freight network |
| | 3.2.3 Explore use of a length-based standard for determining vehicle types rather than the number of axles |
| | 3.2.4 Develop an ongoing Commercial Vehicle Load Zone data collection and monitoring program |
| 3.3 Implement improvements that benefit freight mobility | 3.3.1 Seek partnerships to implement projects, initiatives, and programs |
| | 3.3.2 Implement corridor improvements to reduce conflicts, increase safety, and enhance freight mobility |
| | 3.3.3 Implement intelligent transportation system (ITS) projects to maximize efficient movement through corridors, prioritizing improvements along the freight network |
| | 3.3.4 Implement intersection improvements that minimize site-specific obstacles to freight mobility |
| 3.4 Provide tools to help the freight community navigate the city | 3.4.1 Improve truck wayfinding, particularly along the designated Major Truck Streets |
| | 3.4.2 Customize and consolidate tools to provide travel information and conditions on the designated freight network to aid truck drivers, such as maps, cameras, incident information, and congestion updates |
| 3.5 Improve truck parking in industrial areas | 3.5.1 Work with the Port of Seattle and other partners to determine suitable locations and technology to provide and manage additional truck parking |
| 3.6 Update the Freight Master Plan | 3.6.1 Update the plan every 5-7 years to take advantage of emerging opportunities, re-evaluate priorities, respond to industry changes, and maintain consistency with regional and state plans |

**TABLE 5-4: STRATEGIES AND ACTIONS (CONTINUED)**

| **Environment** – Improve freight operations in Seattle and the region by making goods movement more efficient and reducing its environmental footprint. | |
|---|---|
| **Strategies** | **Actions** |
| 6.1 Advance freight-supportive technology improvements | 6.1.1 Support the use of alternative fuel trucks |
| | 6.1.2 Participate in the development of guidelines for alternative fuel stations throughout the city that provide access for freight vehicles |
| | 6.1.3 Work with partners to identify funding to advance alternative fuel technologies |
| | 6.1.4 Prepare for the advent of freight applications of connected automated vehicle (C/AV) technology; define potential test locations and design of initial pilots |
| 6.2 Reduce greenhouse gas (GHG) emissions produced by freight | 6.2.1 Support the proposed "anti-idle" policy for City-owned and operated fleet vehicles and equipment used for transport, construction or landscaping, and train staff after adoption |
| | 6.2.2 Work with the State Department of Licensing to explore and pilot an emissions signature program in which newer trucks pay less for emissions inspections |
| | 6.2.3 Review best practices to consider testing and implementing renewable diesel on City-owned vehicles |
| | 6.2.4 Support efforts to increase bicycle and electric vehicle freight deliveries |
| | 6.2.5 Work with Port on "no idle" zones where trucks queue before entering Port facilities |
| | 6.2.6 Work with the State on truck fleet program grants to offer incentives for cleaner running trucks |
| | 6.2.7 Work with other City agencies to identify funding for exploration and testing of alternative fuels and energy components in City fleet |