

1 April 28, 1989
0734D/hdm

Introduced by: BRUCE LAING

Proposed No. 89 - 368

3 ORDINANCE NO. 8987

4 AN ORDINANCE relating to the annexation of an
5 area known as 87-1 to Sammamish Plateau Water
and Sewer District for water and sewer service.

6 STATEMENT OF FACT:

7 1. A notice of intention proposing the annexation of an area
8 known as 87-1 to Sammamish Plateau Water and Sewer District was
9 filed with the county council effective April 28, 1989.

10 2. Sammamish Plateau Water and Sewer District has found the
11 petition for annexation to be sufficient and has, by Resolution
12 No. A-993 concurred with the proposed annexation for water and
13 sewer service.

14 3. Sammamish Plateau Water and Sewer District filed a
15 Declaration of Non-significant Impact dated January 19, 1989 on
16 the proposed annexation.

17 4. The county council held a public hearing on the 30th day
18 of May, 1989 and has considered the criteria
19 set forth in R.C.W. 57.02.040 and 56.02.060.

20 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

21 SECTION 1. The annexation by Sammamish Plateau Water and
22 Sewer District of the area known as 87-1 and described in Section
23 4 herein is approved. This proposed annexation is consistent with
24 R.C.W. 57.02.040 and R.C.W. 56.02.060 as described in the attached
25 King County Council Annexation Report on 87-1 for water and sewer
26 service.

27 SECTION 2. Sammamish Plateau Water and Sewer District is the
28 appropriate entity to serve the area proposed to be annexed for
29 water and sewer service.

30 SECTION 3. Completion of this annexation does not constitute
31 county approval or disapproval of any other permits, certifica-
32 tions, or actions necessary to provide service to this annexation
33 area.

SECTION 4. The area known as 87-1 to be annexed is described as follows:

Situated in Section 21 and Section 22, Township 24 North, Range 6 East, W.M., King County, Washington, described as follows:

The N 1/2 of the NW 1/4 Section 22, except the S 1/2, NE 1/4, NW 1/4 Section 22; and

The E 1/2 of the NE 1/4, NE 1/4, NE 1/4 Section 21; and

The SE 1/4 of the NE 1/4, NE 1/4 Section 21; except the NW 1/4, SE 1/4, NE 1/4, NE 1/4 Section 21; and

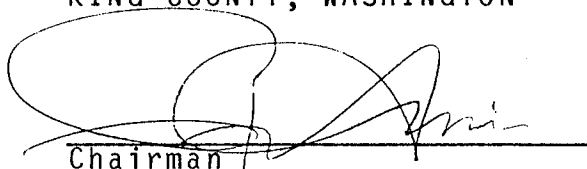
The SE 1/4 of the SW 1/4, NE 1/4, NE 1/4 Section 21.

Contains 87.31 acres more or less.

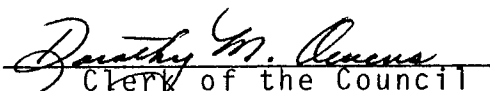
INTRODUCED AND READ for the first time this 8th day of May, 1989.

PASSED this 30th day of May, 1989.

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON


Chairman

ATTEST:


Clerk of the Council

APPROVED this 9th day of June, 1989.


King County Executive

**KING COUNTY
TRANSPORTATION DEMAND MANAGEMENT PROJECT**

A Report to the King County Council
November 1992

PURPOSE AND USE OF THIS REPORT

The King County Department of Public Works proposes King County establish a Transportation Demand Management (TDM) Project to manage transportation growth by reducing the number of vehicle trips generated by new and expanding developments.

The purpose of this report is to outline and discuss policies that would provide the basis for an ordinance to be brought before the Council in 1993. It is expected the Council will review and take action on this report in conjunction with the Commute Trip Reduction (CTR) plan and ordinance.

BACKGROUND

What is Transportation Demand Management and why is it needed now?

Historically, solutions to transportation problems have relied on increasing roadway capacity (supply). Transportation demand management is used to manage transportation facilities by altering travel demand to reduce traffic growth, increase use of alternatives to single occupant vehicles (SOVs), and change the distribution of travel by time of day. TDM actions can enhance environmental quality, urban mobility, financial resources, and transportation system stability at the local and regional levels by reducing traffic congestion and making better use of public and private transportation facilities.

Locally, demand management has been used most effectively during short or emergency events such as the Goodwill Games, the I-90 bridge collapse, or resurfacing of I-5. However, evidence from local sites conditioned for TDM measures suggests demand management actions can be effective in reducing long term motor vehicle trip generation rates at sites. (See discussion of costs and benefits of TDM programs on pages 16 through 28 of the enclosed TDM Notebook, Attachment 1.)

Making high occupancy vehicle (HOV) modes – carpools, vanpools, and transit – more competitive with single occupant vehicles and designing facilities for safe and convenient pedestrian and bicycle access lessen reliance on the private automobile and foster a more efficient multi-modal transportation system. A list of programmatic actions typically used in transportation demand management programs can be found in Table 1, pages 10 and 11, of the attached TDM Notebook. The actions range from making commuter information available to subsidizing transit/ridesharing and raising SOV parking fees.

The Transportation Demand Management project for new and expanding development would complement and supplement the new state Commute Trip Reduction (CTR) law by directly

King County Transportation Demand Management Project

November 1992

Page 2

addressing issues of land use, development, and traffic mitigation with TDM strategies and actions. The proposed transportation demand management project is needed to:

1. broaden the effect of the Commute Trip Reduction law, which focuses on major employers with 100-plus employees who begin their work day between 6 a.m. and 9 a.m. on weekdays;
2. enhance land use controls and parking and site design standards of the Zoning Code that promote transportation alternatives to the single occupant vehicle; and
3. foster transportation improvements and TDM measures concurrently with development, thereby laying the groundwork for future commute trip reduction, transportation demand management, and growth management program and planning efforts.

How are transportation demand management policies now used within King County?

The cities of Seattle and Bellevue have both codified transportation demand management requirements for new development. The City of Redmond currently requires TDM actions through administrative guidelines. Other jurisdictions in King County, including Auburn, Bothell, Issaquah, Kent, Kirkland, and Renton, all have required TDM actions at selected developments on a case-by-case basis through authority of the State Environmental Policy Act (SEPA).

The Bellevue Central Business District (CBD) administrative guidelines in the Land Use Code are used to condition developments by applying a performance standard. Bellevue adopted a transportation management ordinance for its non-CBD area in the fall of 1987. This ordinance requires programmatic actions of new and expanding development based on size and land use. Actions range from information distribution at small projects to financial contributions toward public transportation costs at large projects.

The City of Seattle has established transportation and parking standards for major institutions through the Major Institutions Code, passed in 1983. A performance standard of at least 50 percent HOV use is required for commuting employees at these institutions. Department of Construction and Land Use Director's Rule #24-88, published in September 1988, establishes guidelines for transportation management plans and performance standards for downtown development. SEPA authority is used to augment Seattle's Land Use Code to mitigate traffic impacts generated by downtown development. SEPA also is used on a case-by-case basis to condition projects outside downtown. The recently released (May 1992) Mayor's Recommended Northgate Area Comprehensive Plan discourages single occupant automobile use in favor of an "urban village" network to encourage transit, bicycles, pedestrians, and more efficient automobile use.

Over the last few years King County, Bellevue, Bothell, Issaquah, Kirkland, Mercer Island, Redmond, Renton, Snohomish County, Metro, the Puget Sound Regional Council, and the Washington State Department of Transportation (WSDOT) have been working on TDM standards and model ordinance proposals through the Eastside Transportation Program (ETP). A similar program may be developing for south King County.

What is the history of transportation demand management for unincorporated King County?

In 1987, Metro and County staff began work to better coordinate SEPA reviews of development proposals. Metro needed to review major King County proposals in a timely fashion, before a final threshold determination was issued for a project. During this coordination effort, it became evident the most efficient, effective, and equitable way to protect the interests of developers, King County, and Metro was to formulate a transportation demand management ordinance. (See Figure 1 for historical highlights of TDM efforts in King County.)

Motion No. 7370, passed in December 1988, authorized staff to prepare a memorandum of agreement and a work program for ordinance development. In May 1989 the County Council passed Motion No. 7522 authorizing the County Executive to enter into a memorandum of agreement with Metro to prepare a transportation systems management (TSM) ordinance. [Our understanding of the terminology has changed since passage of that motion. Measures that affect the supply of transportation and transportation systems improvements, such as signal timing, HOV lanes, etc., are collectively referred to as transportation systems management (TSM). Strategies that affect the demand for transportation and transportation services, such as alternative work schedules, parking management, transit subsidies, etc., are included in transportation demand management (TDM).] Following passage of companion Resolution 5634 by the Metro Council, the Memorandum of Agreement was signed by King County Executive Tim Hill in September of 1989. (See Appendix A of the attached TDM Notebook for a copy of the Memorandum.)

The County and Metro's Memorandum of Agreement laid the groundwork for developing a transportation demand management project for unincorporated King County. The Transportation Planning Section in the Department of Public Works' Roads Division led the project. The Market Development Section of Metro Transit was the primary contact for Metro. Team members reviewed and commented on issue papers and provided input from their respective departments and divisions.

A technical advisory committee (TAC) representing a cross-section of community and private/public sector groups likely to be affected by the transportation demand management project was established in the summer of 1989 and met regularly with staff from that time through February 1991. Representatives of the following groups served on the committee: the Economic Development Council (EDC) of Seattle/King County; the Sensible Growth Alliance; the Eastside Transportation Program (ETP); several private development groups (Quadrant Corporation, Bernard Development, and Skinner Development Company); the King County Council; the Building and Land Development Division (BALD), formerly of Parks, Planning, and Resources Department; the Valley Area Transportation Alliance (VATA); Metro's Citizen Transit Advisory Committee (CTAC); and the King County Citizens for Improved Transportation (KCCIT). (A complete list of participating members is included in Appendix C of the attached TDM Notebook.) King County transportation planners and Metro market development specialists acted as staff to the committee.

A consultant was hired to analyze the costs and benefits of a TDM ordinance for King County. The consultant produced five reports: (1) a summary of national and recent local TDM actions

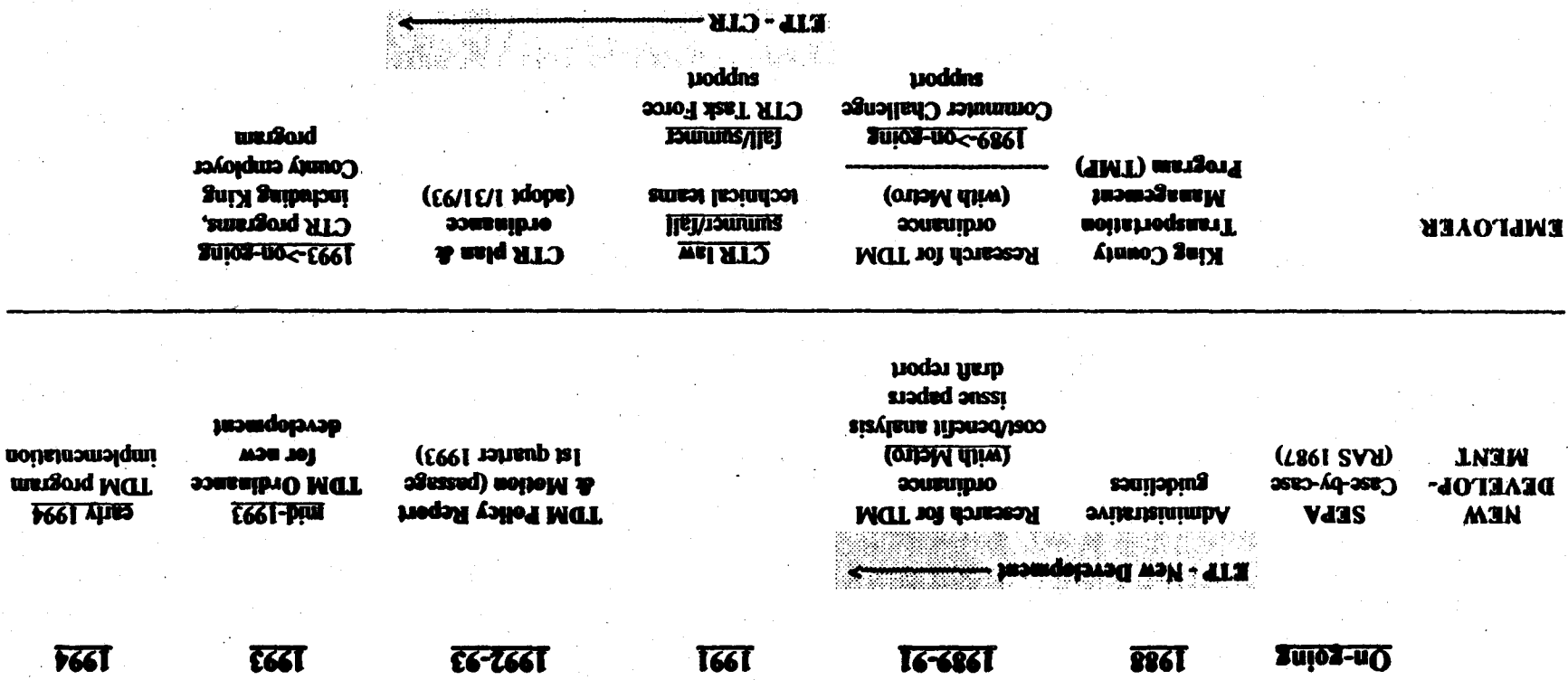


Figure 1. BACKGROUND OF TDM EFFORTS IN KING COUNTY

and a matrix of land use and TDM scenarios to be analyzed; (2) cost estimates in administering a County TDM ordinance; (3) identification of TDM benefits and costs; (4) the cost benefit analysis methodology and calculations; and (5) the final report. The final report is in Appendix E of the attached TDM Notebook.

The two-year research effort by County and Metro staff produced the attached notebook of informational material and issue papers on transportation demand management in March 1991. Later that month at a TDM workshop, Transportation Planning staff and technical experts from Metro and Washington State Transportation Center (TRAC) briefed County Councilmembers on TDM and the proposal to establish a TDM project for new and expanding development in unincorporated King County.

The King County and Metro TDM research endeavor provided some of the groundwork and impetus for a state transportation demand management law for major employers that passed the legislature in May 1991. The Commute Trip Reduction law directed the appointment of a State CTR Task Force to develop guidelines to implement the new law. The Task Force membership included King County Councilmember Bruce Laing.

In response to the CTR law's statutory implementation deadlines, work on King County's TDM project for new development slowed significantly as staff resources were redirected to CTR activities. King County and Metro staff geared up in late Spring and Summer 1991 to involve local city representatives in CTR implementation by leading forums and forming technical teams on various facets of the new Commute Trip Reduction law. Since the Fall of 1991 considerable staff time has been devoted to helping draft guidelines for the Commute Trip Reduction law and coordinating implementation strategies in King County.

The State Commute Trip Reduction Law

As a part of the Washington Clean Air Act (RCW 70.94.521 through 70.94.551), the Commute Trip Reduction law directs local governments with major employers in eight counties, including King County, to adopt commute trip reduction ordinances detailing requirements for employers. Prior to the enactment of this law, the County had no authority to regulate existing employers, and earlier recommendations urged aggressive voluntary actions on the part of employers.

The CTR law focuses on "major employers" having 100 or more full-time employees beginning work at a single worksite between 6 a.m. and 9 a.m. weekdays. Approximately 1,200 employers, 60 of which are in unincorporated King County, meet these criteria. They are dispersed among 16 cities and unincorporated King County.

The intent of the CTR law and guidelines is to ensure that employers are treated similarly in all important respects, taking into account differences in employment and housing density, employer size, existing and anticipated levels of transit service, and special employer circumstances, regardless of the jurisdiction in which they are located. Specific mechanisms to ensure consistency include recommendations for local commute trip reduction ordinances, specifications for establishing commute trip reduction zones and calculating base year values, and methods for determining progress by affected employers toward the performance goals and reporting requirements.

Each of the local jurisdictions, including King County, must adopt plans and commute trip reduction ordinances by January 31, 1993, to apply the law to the major employers located within their boundaries. Affected employers need to submit commute trip reduction programs to their local governing authority within six months of ordinance adoption to reduce vehicle miles traveled (VMT) per employee or single-occupant vehicle (SOV) trips to their sites 15 percent by 1995, 25 percent by 1997, and 35 percent by 1999. Reductions will be measured against average rates in designated commute trip reduction zones delineated in the CTR plans of local jurisdictions.

Growth Management

In 1990, the Washington State Legislature passed the State Growth Management Act (GMA) (RCW 36.70A) calling for cities and counties in the state to develop comprehensive plans to guide development for the next twenty years.

Specifically, the GMA (RCW 36.70A.070(e)) requires jurisdictions to demonstrate availability of transportation facilities, strategies, and services needed to accommodate growth. Future development activity will be constrained by a jurisdiction's ability to finance and provide transportation improvements or strategies. Under growth management, specified infrastructure improvements or transportation demand management strategies must exist concurrent with development, that is they must be in place at the time of development or have committed funds to complete the improvements or implement the strategies within six years.

Amendments to the act in 1991 directed counties to develop countywide planning policies to ensure consistency among city and county plans. King County's Countywide Planning Policies require a countywide, multi-modal transportation system to "promote the mobility of people and goods", including transportation demand management actions (Countywide Planning Policy [CPP] T-1f) and regionally consistent policies for implementing countywide TDM actions and the CTR law (CPP T-4b). The Countywide Planning Policies are meant to foster local collaboration and joint planning to implement strategies that "encourage the use of transit, other high occupancy vehicles, demand management actions, access to transit, and non-motorized modes of travel ... consistent with the requirements of the Commute Trip Reduction Act" (CPP T-11).

The Policies outline the critical relationship of land use to transportation facilities and provide the framework for setting level-of-service (LOS) standards. Different land uses require different mixes of auto, transit, and non-motorized facilities and different LOS standards. A current proposal, the Transportation Adequacy Measure (TAM), determines transportation adequacy and mobility by incorporating four indices of arterial, transit, nonmotorized, and transportation demand management measures. If adopted, jurisdictions will adapt the TAM to their respective growth goals by varying a system of weights applied to each index.

TDM PROJECT FOR NEW DEVELOPMENT

Goals and Objectives

Five primary goals are recommended for King County's transportation demand management project:

1. Support the policies of VISION 2020, the Growth Management Act, the Countywide Planning Policies, the Commute Trip Reduction law, the County's 1985 Comprehensive Plan, and the Transportation Plan that facilitate and encourage the use of transit, high occupancy vehicles (HOVs), and nonmotorized uses.
2. Measurably improve mobility.
3. Reduce air and noise pollution associated with the use of single occupant vehicles.
4. Reduce fuel and energy consumption associated with the use of single occupant vehicles.
5. Increase the person carrying-capacity of the local transportation system.

Two primary objectives to achieve these goals are recommended for the County's transportation demand management project:

1. Reduce the vehicle trips generated by both new and expanding development and the per capita vehicle miles traveled in King County.

This objective focuses on reducing single occupant vehicle (SOV) trips generated by development projects. Attention will be directed at employee commute trips that occur predominately during morning or afternoon peak hours. The continued growth of off-peak trips by single-occupant vehicles also will be addressed, to a lesser degree. One measure of success could be fewer vehicles on the roadways. Another might be a reduction in the rate of growth in traffic volumes.

2. Increase the use of high occupancy vehicles (HOVs) and nonmotorized modes.

This objective encourages more efficient use of the existing transportation infrastructure and recognizes that transportation resources must be better managed. This objective could be measured by growth in transit ridership, ridesharing participation, and changes in mode split.

Description of proposed Transportation Demand Management Project

The King County TDM project for new and expanding development would apply continuing trip reduction requirements to non-residential property owners at the development stage. Further, it would require trip reduction programs at the property after occupancy of the site.

The TDM project targets all employee commute trips to and from non-residential development sites that meet the SEPA threshold. Following implementation of concurrency requirements pursuant to the Growth Management Act (GMA), TDM requirements would apply to projects that pass the "test" for transportation concurrency. TDM programs at affected development sites would target performance goals to achieve a reduction in single occupant vehicle (SOV) trips of 15, 25, and 35 percent relative to established zone averages by the end of the second, fourth, and sixth years, respectively. (See Figure 2 for a comparison of timelines for the TDM project and the State CTR law.)

Implementation of appropriate site-specific demand management actions would be the responsibility of the property owner, with post-occupancy programs passed on to tenants through lease agreements.

TDM PROJECT POLICIES

Major issues in implementing a Transportation Demand Management (TDM) project for new and expanding development are identified below. The policy areas discussed include (1) consistency with other programs and laws, (2) applicability to new and expanding development, (3) program elements of the TDM project, and (4) administration of the TDM project.

Consistency

Policy TDM-1. The Transportation Demand Management Project for new and expanding development should be compatible with other County, State, and federal policies, programs and laws.

Policy TDM-1a. Consistency with the Commute Trip Reduction (CTR) law. *Where feasible, the TDM project should be consistent with the State Commute Trip Reduction law and guidelines.*

Under the CTR law, commute trip reduction programs are the responsibility of each major employer, whether they are a building owner or a tenant. Employers with fewer than 100 employees or whose workforce arrives outside the CTR-designated travel window may be picked up by the TDM project if they own or lease a site that has been conditioned as new or expanding development. It is expected that in 1996 or beyond the CTR law will be applied to employers with fewer than 100 employees. To the extent that these worksites are conditioned under the TDM Project, the transition to the CTR law requirements will be made easier.

The Commute Trip Reduction Task Force Guidelines encourages jurisdictions to review SEPA-based transportation demand management requirements to ensure that property owners are treated equitably with employers. The transportation demand management project for new development is comparable to that applied to major employers, and thus is compatible with the Commute Trip Reduction law and guidelines. (See Table 1 for a comparison of key issues.) Consistency with the CTR law would also make the TDM project inherently consistent with the Clean Air Washington Act, of which the CTR law is a part.

Figure 2.
**KING COUNTY TDM PROJECT AND STATE CTR LAW:
A COMPARISON OF TIMELINES AND PERFORMANCE GOALS**

Timeline for Transportation Demand Management Project (New & Expanding Development)

Pre-occupancy		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
application phase	permit phase							
MPS fee, TDM program due		<6 mos> implement ³	annual report ⁴	annual report	annual report	annual report	annual report	annual report
application	permit issued	certificate ² issued		End year 2 Goal reduction ⁵		End year 4 Goal reduction ⁵		End year 6 Goal reduction ⁵
				15%		25%		35%

- Note:
- ¹ A building permit is issued after successful completion of the application phase, MPS fee collection and submittal of the owner's TDM program.
 - ² A Certificate of Completion or Occupancy is issued after successful completion of the permit phase.
 - ³ Program implementation is required within 6 months after a certificate is issued, unless an extension is granted.
Earliest date for implementation would be early 1994.
 - ⁴ Annual reports are due one year after a certificate is issued, and annually thereafter.
 - ⁵ The TDM Project goal is reduction in SOV trips from base year zone values targeted for the end of even-numbered years (years 2, 4, 6).

Timeline for Commute Trip Reduction law (Major Employers)

1992	1993		1994	1995	1996	1997	1998	1999
BASE YEAR	<6 mos>	<6 mos> implement ²	annual report ³	annual report	annual report	annual report	annual report	annual report
	ordinance adoption	programs due ¹		1995 Goal reduction ⁴		1997 Goal reduction ⁴		1999 Goal reduction ⁴
				15%		25%		35%

- Note:
- ¹ Employer CTR programs are due 6 months after adoption of local ordinances.
 - ² Program implementation is required within 6 months of when programs are due.
 - ³ Annual reports are due within 12 months of initial program review, and annually thereafter.
 - ⁴ The CTR law's dual goals are reduction in VMTs per employee and SOV trips targeted for odd-numbered years (1995, 1997, 1999).

Table 1.
**KING COUNTY TDM PROJECT AND STATE CTR LAW:
 A COMPARISON AND OUTLINE OF KEY ISSUES**

ISSUE	KING COUNTY TRANSPORTATION DEMAND MANAGEMENT PROJECT	COMMUTE TRIP REDUCTION LAW																
AFFECTED PARTIES	Property owners.	Major employers.																
LEGAL AUTHORITY	State Environmental Policy Act (SEPA) and local land use laws.	RCW 70.94.521 to 70.94.551 (Washington Code)																
STANDARD or THRESHOLD FOR APPLICATION	The same standard used for the SEPA threshold, which closely reflects the County's Road Adequacy Standards (RAS) for traffic impact, currently the generation of 10 or more peak-hour, peak-direction trips.	Employers with 100 or more full-time employees who begin their work day between 6:00 a.m. and 9:00 a.m. weekdays at a single worksite for 12 continuous months. The threshold may be lowered to employers with as few as ten employees at major worksites in non-attainment areas.																
APPLICABLE TRIPS and TRIP PERIODS	All commute trips to and from a site.	Employee commute trips for employees beginning work between 6 a.m. and 9 a.m. weekdays.																
GOALS and GOAL YEARS	Reduction in Single Occupant Vehicle (SOV) trips:	Reduction in Vehicle Miles Traveled (VMT) per employee or SOV trips:																
	<table border="1"> <thead> <tr> <th data-bbox="545 1314 626 1346">Period</th> <th data-bbox="789 1314 959 1346">SOV trip Red.</th> </tr> </thead> <tbody> <tr> <td data-bbox="545 1377 740 1402">By end of year 2</td> <td data-bbox="846 1377 902 1402">15%</td> </tr> <tr> <td data-bbox="545 1409 740 1434">By end of year 4</td> <td data-bbox="846 1409 902 1434">25%</td> </tr> <tr> <td data-bbox="545 1440 740 1465">By end of year 6</td> <td data-bbox="846 1440 902 1465">35%</td> </tr> </tbody> </table>	Period	SOV trip Red.	By end of year 2	15%	By end of year 4	25%	By end of year 6	35%	<table border="1"> <thead> <tr> <th data-bbox="1024 1314 1252 1346">Date of compliance</th> <th data-bbox="1276 1314 1463 1346">VMT/SOV Red.</th> </tr> </thead> <tbody> <tr> <td data-bbox="1073 1377 1130 1402">1995</td> <td data-bbox="1365 1377 1422 1402">15%</td> </tr> <tr> <td data-bbox="1073 1409 1130 1434">1997</td> <td data-bbox="1365 1409 1422 1434">25%</td> </tr> <tr> <td data-bbox="1073 1440 1130 1465">1999</td> <td data-bbox="1365 1440 1422 1465">35%</td> </tr> </tbody> </table>	Date of compliance	VMT/SOV Red.	1995	15%	1997	25%	1999	35%
Period	SOV trip Red.																	
By end of year 2	15%																	
By end of year 4	25%																	
By end of year 6	35%																	
Date of compliance	VMT/SOV Red.																	
1995	15%																	
1997	25%																	
1999	35%																	
ANALYSIS ZONES	Commuter Trip Reduction (CTR) zones are used to determine base year values.	The Puget Sound Regional Council has modeled CTR zones for local governments by aggregating Traffic Analysis Zones (TAZs) that have similar VMT per employee and SOV rates.																
BASE YEAR VALUES	Base year values are to be derived from Commuter Trip Reduction (CTR) Zone averages.	Base year values for Commuter Trip Reduction Zone averages are projected forward to 1992, based initially on 1980 census data. 1990 Census data available by June 1993 will be used to adjust base year values.																

Table 1 cont'd. King County TDM Project and State CTR law comparison

PROGRAM DUE DATE	Owners must comply with parking, site design and MPS requirements during the <u>application phase</u> . TDM programs must also be approved during the <u>application phase</u> , prior to issuance of a building permit.	Employers have six months after ordinance adoption to submit a program description. The County will review employer's program description and annual reports within 3 months.
IMPLEMENTATION OF OWNER'S/ EMPLOYER'S PROGRAM	Program implementation is required within six months of issuance of a Certificate of Completion or Occupancy, unless an extension is granted.	An employer has six months from submission of the program or 30 days after the County's final decision, whichever is later, to implement their program.
ANNUAL REPORTING	Every year on the development's annual reporting date (established by the Certificate of Completion or Occupancy), the property owner reports progress in attainment of the County's performance standards.	An annual reporting date is established upon initial review of the employer's program, not less than 12 months from the day their program is submitted.
NON-ATTAINMENT REQUIREMENTS	The program is reviewed at the annual reporting date. At first non-attainment, the property owner revises their TDM program and submits to the County for review and action. No programmatic requirements are specified.	Requires annual reporting and attainment of increasingly stricter SOV/VMT goals over time. Employer develops program revisions and submits to County for review and action. No programmatic requirements are specified.
ENFORCEMENT	A permit can be either denied if code requirements are not met or delayed if a TDM program is not submitted or approved in the <u>application phase</u> . In the <u>occupancy stage</u> , civil penalties apply for failure to institute program requirements, failure to provide data as requested by the County, or for misrepresenting data, except when an extension is granted.	Civil penalties apply for failure to develop and/or submit a complete commute trip reduction program on time, to implement any or all steps unless VMT or SOV goals have been met, and failure to modify an unacceptable program.
EXTENSIONS	<u>Same</u> extension provisions for a property owner as CTR law.	Up to 30 days before the applicable due date, an employer may request an extension (not to exceed 90 days) to submit a program or annual report, or to implement or modify a program.
EXEMPTIONS	<u>Same</u> exemption provisions for a property owner as CTR law.	Any affected employer may request a waiver or adjustment to the goals, program elements, and penalties.

Policy TDM-1b. Relationship to the State Environmental Policy Act (SEPA). *Development proposals should continue to be subject to environmental review pursuant to SEPA and other applicable King County ordinances and regulations. Traffic and other environmental impacts and mitigation measures should continue to be identified, evaluated, and considered under SEPA.*

SEPA allows for mitigation of significant adverse impacts of development to the extent the mitigation is reasonable and capable of being accomplished. SEPA also allows for denial of actions for which reasonable mitigation cannot be accomplished. The TDM project does not diminish or erase the need for review of traffic impacts under SEPA. It should, however, reduce the transportation effects of development by reducing the number of trips generated.

Policy TDM-1c. Interjurisdictional consistency and coordination. *To the extent possible, the County should work with cities to establish compatible TDM requirements to minimize the possibility that developers will use unincorporated areas to escape city regulations.*

The effects of land use and transportation programs do not stop at jurisdictional borders. Unincorporated King County abuts many of the urban jurisdictions struggling with transportation problems and growth. This becomes a serious problem when King County regulations are more lax or more stringent than those of cities that may implement their own transportation demand management ordinances. Provisions in those ordinances could be significant to the success or failure of the TDM project adopted by the County. The County must consider the possibility developers will use unincorporated areas to escape city regulations. By adopting an aggressive project, King County will be promoting transportation demand management in adjoining jurisdictions, consistent with the direction of growth management. It is also in the County's interest to make sure that local jurisdictions work together to create coordinated programs.

Policy TDM-1d. Consistency with Growth Management. *The TDM project should be an integral part of King County's concurrency management strategies, consistent with Growth Management and Countywide Planning Policies.*

The Growth Management Act (GMA) requires local governments to include a transportation demand management element in their comprehensive plans. The TDM project (and trip reduction programs under the Commute Trip Reduction law) would help satisfy this requirement of the GMA. The GMA also requires King County to adopt and enforce ordinances that prohibit development approval in cases where development would cause deterioration of level of service (LOS) below established standards. Transportation improvements or TDM strategies instituted concurrently with development, i.e., in place at the time of development or committed to construction or implementation within six years of development, may be used to manage growth.

Although the exact form of GMA implementation in King County has not yet been decided, the adoption of a transportation demand management project for new development in unincorporated King County should be supportive of the goals and direction of the act. Concurrency and TDM requirements would need to be developed together to ensure

King County Transportation Demand Management Project
November 1992
Page 13

consistent application across permit types. Compliance with the TDM requirements would not automatically satisfy concurrency requirements.

Policy TDM-1e. Consistency with the Mitigation Payment System (MPS). *The TDM project should complement and enhance the effects of the Mitigation Payment System.*

The Mitigation Payment System provides a method for funding transportation capacity improvements to mitigate the transportation impacts of new development. It is based on the principle that new development should pay a fair share of the roadway improvements necessary to accommodate the traffic increases it causes. Fees are proportional to the amount of new traffic generated by the development.

Transportation demand management is intended to reduce the standard trip generation rate for new and expanding development and, can directly affect the basis for MPS fee calculation. In the future, the MPS system could be modified to include TDM supportive improvements, such as HOV and transit facilities. However, payment of fees alone does not ensure concurrency requirements are met. The earliest revisions to MPS could be accomplished for this purpose is July 1994.

Policy TDM-1f. Consistency with other County regulations and programs. *The TDM project should be as consistent as possible with Vision 2020, the County's Comprehensive Plan, the Transportation Plan, and the Zoning Code Revisions.*

Vision 2020, a long-range growth and transportation strategy for the central Puget Sound area adopted in 1990, combines public commitment to a vision of growth with the transportation investments and programs needed to support that vision. It emphasizes the movement of people over the movement of automobiles to support a concept of concentrated employment centers with increased transit and ridesharing investments, including a regional rapid transit system, local transit improvements, and high occupancy vehicle lanes.

The Comprehensive Plan of 1985 sets the policy framework for King County actions to protect public health and safety, maintain environmental quality, and manage growth. The Transportation Plan, a functional plan of the Comprehensive Plan, outlines policy recommendations for bus, rail, and other high occupancy vehicles, and nonmotorized transportation. The County's high occupancy vehicle (HOV) plan, currently in draft form, locates transit and rideshare road improvements on County arterials and promote public transportation and transportation demand management strategies.

Department of Public Works and Building and Land Development (BALD) Division staff worked on the Zoning Code Revision Project over the last two years to ensure revisions to site design and parking standards reflect changes needed to support the proposed TDM Project and requirements of the CTR law. Parking space requirements in the Zoning Code are being revised to reduce the possibility that parking availability will undermine transportation demand management efforts. King County will work for regionally consistent parking policies and standards with the planning directors' committee. (See Attachment 2 for a discussion of parking and site design standards.)

Policy TDM-1g. Enhancement of high occupancy vehicle (HOV), transit, and nonmotorized transportation. *The proposed TDM project should encourage HOV, transit, and nonmotorized use and enhance HOV, transit, and nonmotorized policies, planning, and implementation efforts.*

A reduction in the number of SOVs on the road can conserve energy, limit congestion, and reduce the damaging effects of automobiles on the environment. Transportation demand management enhances mobility and supports commuting by bus, rail, ferry, para-transit, vanpooling, carpooling, walking, bicycling, and other measures to reduce SOV use.

The transportation demand management project would be consistent with the County's Transportation, arterial HOV, and nonmotorized plans (Policy TDM 1-f). The TDM project could also support the multi-jurisdictional efforts to construct a high capacity transit system, known as the Regional Transit Project (RTP).

Policy TDM-1h. Consistency with the Federal Clean Air Act Amendments (CAAA). *The transportation demand management project should be compatible with the Federal Clean Air Act Amendments of 1990 and the Clean Air Washington Act of 1991.*

Ozone and carbon-monoxide emissions from motor vehicles are leading forms of air pollution. The King County area exceeds (is in nonattainment for) federal air-quality standards for these pollutants. The Federal Clean Air Act Amendments require nonattainment areas to meet National Ambient Air Quality Standards (NAAQs) in future years and show significant ongoing improvements in air quality over time. The State Implementation Plan for air quality must include transportation control measures aimed at achieving attainment. This project and other transportation demand management actions by the County support the intent of the Clean Air Act to improve air quality and foster fuel and energy conservation.

Applicability

Policy TDM-2. The Transportation Demand Management Project should affect specific parties and conditions.

Policy TDM-2a. Non-residential development and a threshold triggering mechanism. *Non-residential development projects subject to environmental review under SEPA, except those whose sole reason for review is location in a sensitive area, should be required to submit a transportation management program for the development.*

The CTR law uses a standard for application based on the number of employees working 12 continuous months at a single worksite. This threshold is initially set for employers with 100 or more employees but may be lowered to employers with as few as 10 employees at major worksites totaling over 100 employees. The state CTR Task Force has recommended the threshold not be lowered before 1996.

The TDM project would affect all non-residential developments - commercial, industrial, and institutional - meeting the SEPA threshold standard. Affected developments would include any

King County Transportation Demand Management Project
November 1992
Page 15

new non-residential construction project, expansion of or renovation to existing buildings or structures, or any categorical change in land use.

The SEPA standard applies to the construction of office, school, commercial, recreational, service or storage buildings with more than 12,000 square feet of gross floor area, and with associated parking facilities designed for at least forty automobiles. Administratively, this threshold allows the most direct measure from which to work and closely reflects the current Road Adequacy Standard of ten peak hour, peak direction trips as a measure of impact. Any non-residential project required to complete a checklist will also be required to submit a transportation management program for the development.

Policy TDM-2b. Residential development. *Residential developments should include site design and parking that is supportive of TDM actions at work sites.*

Residential developments, including single and multiple family projects, are included in the TDM project to the extent that Zoning Code provisions are adopted to regulate site design and parking. Transportation demand management programs at residential sites in King County have not proven very effective. Metro also has found they can be expensive and cumbersome to administer, and require substantial staff commitment. It is difficult to provide quality service and it is hard to monitor or survey these programs.

Site design and parking standards in the Zoning Code (see Attachment 2) adequately address residential developments and are a more efficient use of County resources.

In the future, the County should consider adding mitigation fees for HOV and transit supportive facilities. Fees for such facilities, and possibly services, would affect both residential and non-residential developments.

Policy TDM-2c. Affected parties. *The property owner should be responsible for meeting TDM project requirements. Requirements should be passed on to subsequent property owners through covenants, which may be passed on to tenants through leases.*

The County has no authority to regulate employers at the permitting stage. Thus, the property owner or his/her designee, a developer or property manager, is responsible for carrying out the transportation demand management conditions placed on the development. Inclusion of a covenant at the time of property sale would ensure that TDM program conditions are passed to subsequent property owners if ownership changes.

Owner/tenant lease agreements could include post-occupancy TDM programs. The property owner would continue to be responsible for carrying out the TDM conditions placed on the development.

Program Elements

Policy TDM-3. The Transportation Demand Management Project should contain specific program elements.

Policy TDM-3a. Affected Trips. *The evaluation of development impacts should be based on commute trips.*

The road system is usually judged in terms of its utilization in the peak demand period of an average weekday. In King County, this is generally the afternoon peak hour, when shopping and work-to-home trips combine. The CTR law focuses on employee commute trips to an employer's worksite between 6 a.m. to 9 a.m.

The TDM project should focus on commute trips, without reference to peak period. This broader scope needs to be retained for two reasons. First, the threshold for generating trips for some developments may occur at time periods other than the morning or afternoon peak periods. Second, a County transportation demand management ordinance would still apply TDM regulations to shifts in employee trips out of the 6 a.m. to 9 a.m. CTR-designated travel window or any other specified time period.

Policy TDM-3b. Target Goals. *TDM programs should target performance goals to achieve a reduction in single occupant vehicle (SOV) trips of 15, 25, and 35 percent at affected development sites by the end of the second, fourth, and sixth years, respectively.*

The CTR law calls for a reduction in vehicle miles traveled (VMT) per employee of 15, 25, and 35 percent by 1995, 1997, and 1999, respectively. The CTR guidelines recommend dual VMT per employee and SOV reduction goals, with the same percentage reduction in single occupant vehicle (SOV) trips as those for VMT per employee. Employers will be required to meet either one but not both of the goals; they can survey employee commuting for both SOV trips and VMT per employee and choose which goal they prefer to use.

For purposes of consistency and clarity, it is recommended program goals, bi-annual goal timelines, and similar annual reporting to conform with the general time frame of the CTR law. Thus, SOV trips will be reduced by targets of 15, 25, and 35 percent at the end of the second, fourth, and sixth years, respectively.

The use of vehicle miles traveled per employee is not recommended because it is difficult to measure accurately and because targeted SOV reductions are more easily understood. The reduction in either measure is expected to achieve desired results. For the present, the Commute Trip Reduction guidelines tie measurement of both VMT per employee and SOV rates to the single occupant vehicle reduction.

The cost/benefit analysis done for this project found that less aggressive reductions, i.e., SOV trip reductions of 10, 15, and 20 percent by the end of the first, third, and fifth years, respectively, are achievable using a fairly limited range of TDM measures. Advancing the goal attainment timeline one year moderates the effect of increasing the goal percentages. It is believed aggressive programs are needed to deal with the problems facing the region. Since implementing and maintaining an active TDM program, and not the goals, are the basis for enforcement, it is important to set a desirable target and measure progress toward meeting a goal rather than mandate absolute goal compliance. Adjustments can be made to TDM programs in order to achieve the maximum reductions based on individual site conditions.

Policy TDM-3c. Analysis Zones. *The TDM project should use the CTR zones and base year values developed through the auspices of the Puget Sound Regional Council.*

The CTR guidelines call for a process of designating commute trip reduction (CTR) zones that aggregate Traffic Analysis Zones (TAZs) with similar vehicle miles traveled (VMT) per employee, single occupant vehicle (SOV) rates, employment and population density, level of transit service, parking availability, and other factors. The Puget Sound Regional Council (PSRC), affected cities, and county agencies working with employer representatives have developed CTR zones, subject to local government review and adoption. Initial base year values for the CTR zones are determined by projecting 1980 census data forward to base year 1992. This projection accounts for all employers in a zone, not just major employers affected by the state law.

Earlier work on the TDM project recommended using Forecast and Analysis Zones (FAZs) that are formed by combining census tracts into TAZs for the purpose of establishing zone averages. However, to be consistent with the state CTR law in determining base year values, to take advantage of the comprehensive CTR-directed zonal work just completed, and to facilitate any future TDM/CTR data base comparative analyses, the proposed TDM project should use the larger CTR zones and base year values.

Administrative Policies

Policy TDM-4. To the extent possible, administration of the Transportation Demand Management Project should use existing or proposed processes and staff.

Policy TDM-4a. Contractual administration of the TDM project. *The County should investigate contracting with Metro for administration and property owner outreach for the TDM project.*

King County is negotiating with Metro to administer its commute trip reduction plan for major employers in unincorporated King County. It is expected the County will contract with Metro to develop an employer data base, conduct company outreach efforts, perform CTR program implementation review, and assure compliance with annual progress reporting procedures and performance goals. The County should explore the possibility of integrating TDM project administration and development site outreach with the administrator for CTR programs.

Policy TDM-4b. Non-compliance and enforcement. *A building permit should not be issued until the property owner submits an acceptable TDM program during the application stage. If the property owner fails to implement the TDM program after occupancy, enforcement actions should be taken.*

The County can delay or deny issuing a building permit for development if the property owner does not fully comply with the zoning code provisions, submit a TDM program for approval, and satisfy other requirements during the application phase for that development.

After site occupancy, enforcement of any non-compliance would impose civil penalties similar to those under the CTR law for failure to develop, submit, or implement a CTR program. When

a site is occupied, penalties could be imposed for failure to provide data as requested by the County or for misrepresenting data. As with the CTR law, enforcement action would be taken when an employer fails to modify an unacceptable program but stops short of requiring an employer to rectify a less than complete program as long as the goals are being met.

No enforcement action would be taken if an extension is granted. The affected developer/owner, like an employer under the CTR guidelines, would be able to request additional time to submit an annual report at least 30 days prior to its due date.

Policy TDM-4c. Non-attainment of performance goals. *If performance goals are not achieved, the property owner should enhance the TDM program by adding TDM measures tailored to conditions at their site.*

After the first non-attainment of performance goals, a property owner should enhance the site-specific program and submit a report assessing progress toward attainment at the end of a six-month period. This is similar to and compatible with the non-attainment provisions of the CTR law. The County's ordinance should include a table of recommended TDM actions property owners could use as a menu, similar to the listing provided in the state CTR law.

The CTR law requires annual reporting and attainment of increasingly stricter SOV or VMT goals over time. Most of the program elements incorporated into an employer's program are to be determined initially by the employer. Local governments will review CTR programs to make sure they include all required elements and make suggestions for changes. Until 1996, however, the CTR guidelines state local governments cannot require changes in the "additional measures" the programs incorporate to meet the CTR goals.

The new development TDM project should adopt similar standards but encourage property owners to institute actions that will achieve goals as soon as possible.

Policy TDM-4d. Exemptions. *The County should consider provisions for exemptions in the TDM project for new development consistent with exemptions in the CTR law.*

Any affected owner or his/her designee could request a waiver from TDM activities or adjustment to their goals, program elements, or civil penalties. Requests for such exemption should be considered only after the property owner, as a result of not attaining the first SOV trip reduction goal, has made an attempt to modify the site's program.

Policy TDM-4e. Transportation Impact Fees, including fees collected for TDM actions. *In the future, the County should work to establish one comprehensive transportation impact fee that includes component charges for funding road improvements (MPS) and transportation demand management actions (TDM).*

The County collects a transportation fee from new development under the Mitigation Payment System for transportation capacity for capital improvements needed to accommodate expected traffic increases. Improvements that can support TDM actions, such as HOV improvements and park-and-ride lots, are supply-based strategies and have been applied on a limited basis

Transportation demand management is intended to reduce the standard trip generation rate for new and expanding development. When effectively implemented, TDM programs affect the basis for MPS fee calculation, that is the number of trips generated. In order to effectively contribute to a balanced transportation system, a revenue source - beyond the current MPS fee - is needed to support transportation demand management efforts. A TDM component of a comprehensive transportation mitigation program, which could be effective in July 1994 at the earliest, would support TDM actions, such as transit and nonmotorized improvements, including park-and-ride lots, bus turnouts, shelters, bikeways, and pedestrian facilities.

PROPOSED TDM PROJECT IMPLEMENTATION SCHEDULE

The Department of Public Works has developed a preliminary ordinance adoption and implementation schedule for the TDM project. The following composite schedule (see Table 2 below) reviews the proposed TDM project timeline with other County, State, and federal programs and laws with which it strives for consistency.

Table 2.
TDM PROJECT - PROPOSED IMPLEMENTATION SCHEDULE

<u>1992</u>	<u>4th quarter</u> transmit TDM Project motion and draft report to Council transmit CTR plan to Council Growth Management - Countywide Planning Policies ratified
<u>1993</u>	<u>1st quarter</u> Council reviews TDM Project report and CTR plan/ordinance Council adopts Zoning Code revision
	<u>2nd quarter</u> Council passes motion for TDM Project Council adopts CTR ordinance
	<u>3rd quarter</u> Employers submit CTR programs for County review Growth Management - Countywide Planning Policies incorporated into Comprehensive Plan
	<u>4th quarter</u> transmit ordinance for TDM Project to Council Council adopts ordinance for TDM Project finalize administrative procedures for TDM Project implementation
	<u>1994 or beyond</u> TDM Project implementation Employers implement CTR programs Growth Management - implement Concurrency Management System revised State Implementation Plan for air quality submitted to EPA

ATTACHMENTS

- Attachment 1. King County Department of Public Works, Roads Division, Transportation Demand Management (TDM) Notebook, March 1991.**
- Attachment 2. Parking and Site Design Standards - Discussion of the current Code Revision project**

Transportation Demand Management - Policies for New Development
Amended 5/6/93

Policy TDM-1. The Transportation Demand Management project for new and expanding development should be compatible with other County, State, and federal policies, programs and laws.

Policy TDM-a. Consistency with the Commute Trip Reduction (CTR) law: Where feasible, the TDM project should be consistent with the State Commute Trip Reduction law and guidelines.

Policy TDM-1b. State Environmental Policy Act (SEPA) and the Transportation Demand Management project; Development proposals should continue to be subject to environmental review pursuant to SEPA and other applicable King County ordinances and regulations. Traffic and other environmental impacts and mitigation measures should continue to be identified, evaluated, and considered under SEPA. **Additional requirements may be placed on a project as a result of environmental review.**

Policy TDM 1-c. Interjurisdictional consistency and coordination: To the extent possible, the County should work with cities to establish and coordinate compatible TDM requirements.

Policy TDM-1d. Consistency with Growth Management: The TDM project should be an integral part of King County's concurrency management strategies, consistent with Growth Management and Countywide Planning Policies.

Policy TDM-1e. Consistency with the Mitigation Payment System (MPS). The TDM project should compliment and enhance the effects of the Mitigation Payment System. **The Executive should explore and make recommendations to the Council on the possibility of reduction or elimination of MPS fees for developments that identify trip reductions achieved through transportation demand management actions. The Executive should also look at a system of incentives such as increasing the public share for MPS projects that serve centers targeted for high intensity urban growth as a means of encouraging development to be located in those areas.**

Policy TDM-1f. Consistency with other County regulations and programs: The TDM project should be as consistent as possible with Vision 2020, the County's Comprehensive Plan, the Transportation Plan, and the Zoning Code revisions.

Policy TDM-1g. High occupancy vehicle (HOV) transit, and nonmotorized: The proposed TDM project should encourage HOV, transit, and nonmotorized use and enhance HOV, transit, and nonmotorized policies, planning, and implementation efforts.

Policy TDM-1h. Consistency with the Federal Clean Air Act Amendments (CAAA): The TDM project should be compatible with the Federal Clean Air Act Amendments of 1990 and the Clean Air Washington Act of 1991.

Attachment A

Policy TDM-2. The Transportation Demand Management Project for new and expanding development should affect specific parties and conditions.

8987

Policy TDM-2a. Non-residential development and a threshold triggering mechanism: Non-residential development projects subject to environmental review under SEPA, except those whose sole reason for review is location in a sensitive area, should be required to submit a transportation management program for the development.

Policy TDM-2b. Residential development: Residential developments should include site design and parking that is supportive of TDM actions at work sites.

Policy TDM-2c. Affected parties: The property owner should be responsible for meeting TDM project requirements. Requirements should be passed on to subsequent property owners through covenants and to tenants through leases.

Policy TDM-3. The Transportation Demand Management Project should contain specific program elements.

Policy TDM-3a. Affected Trips: The evaluation of development impacts should be based on commute trips.

Policy TDM-3b. Target Goals: TDM programs should target performance goals to achieve a reduction in single occupant vehicle (SOV) trips of 15, 25, and 35 percent at affected development sites by the end of the second, fourth, and sixth years, respectively.

Policy TDM-3c. Analysis Zones: The TDM Project should use the CTR zones and base year values developed through the auspices of the Puget Sound Regional Council.

Policy TDM-4. To the extent possible, administration of the Transportation Demand Management Project should use existing or proposed processes and staff.

Policy TDM-4a. Contractual administration of the TDM project: The County should investigate contracting with Metro for administration and property owner outreach for the TDM project.

Policy TDM-4b. A building permit should not be issued until the property owner submits an acceptable TDM program during the application stage. If the property owner fails to implement the TDM program after occupancy, enforcement actions should be taken.

Policy TDM-4c. Non-attainment of performance goals: If performance goals are not achieved, the property owner should enhance the transportation demand management program by adding TDM measures tailored to conditions at their site.

Policy TDM-4d. Exemptions: The County should consider provisions for exemptions in the TDM project for new development consistent with exemptions in the CTR law.

~~Policy TDM-4e. A Transportation Impact Fee, including a fee collection for TDM actions: In the future, the County should work to revise the MPS fee ordinance to establish one transportation impact fee that includes component charges for funding road improvements and transportation demand management actions.~~

Attachment A