

2017 Washington State
FREIGHT SYSTEM PLAN

APPENDIX C

POLICIES, REQUIREMENTS, AND PLANNING

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1. Federal Planning Requirements and Policies

Federal law places requirements on Washington State Department of Transportation (WSDOT) to conduct freight transportation planning activities. These requirements are listed below.

1.1 Freight Plan Requirements

This *2017 Washington State Freight System Plan* is subject to federal requirement, as described in 49 U.S.C. 70202.¹ For a state to receive funding under the National Highway Freight Program,² a state freight plan must be developed that comprehensively addresses the state's freight planning activities and investments, both immediate and long range. Also, a state freight plan must cover a 5-year forecast period and be updated at least every five years. In addition, there are 10 required elements that all state freight plans must address for each of the transportation modes. These 10 requirements, and how they are addressed within this plan, are as follows:

1. An identification of significant freight system trends, needs, and issues with respect to the state; Trends and issues are addressed in Chapter 6; needs are identified in Chapters 4 and 5.
2. A description of the freight policies, strategies, and performance measures that will guide the freight-related transportation investment decisions of the state; Policies are described in Chapter 1; strategies are described in Chapter 8; performance measures are described in Chapter 4.
3. When applicable, a listing of: a) multimodal critical rural freight facilities and corridors designated within the state under section 70103 of title 49 (National Multimodal Freight Network); b) critical rural and urban freight corridors designated within the state under section 167 of title 23 (National Highway Freight Program); These facilities and corridors are discussed in the 2017 Freight Investment Plan.
4. A description of how the plan will improve the ability of the state to meet the national multimodal freight policy goals described in section 70101(b) of title 49, United States Code and the National Highway Freight Program goals described in section 167 of title 23; This is discussed in the National Multimodal Freight Policy section
5. A description of how innovative technologies and operational strategies, including freight intelligent transportation systems that improve the safety and efficiency of the freight movement, were considered; This is discussed in Chapters 6 and 8.
6. In the case of roadways on which travel by heavy vehicles (including mining, agricultural, energy cargo or equipment, and timber vehicles) is projected to substantially deteriorate the condition of the roadways, a description of improvements that may be required to reduce or impede the deterioration; This is discussed in Chapters 6 and 8.
7. An inventory of facilities with freight mobility issues, such as bottlenecks, within the state, and for those facilities that are state owned or operated, a description of the strategies the state is employing to address those freight mobility issues; This is discussed in Chapters 6 and 8.
8. Consideration of any significant congestion or delay caused by freight movements and any strategies to mitigate that congestion or delay; This is discussed in Chapters 6 and 8.
9. A freight investment plan that, subject to 49 U.S.C. 70202(c), includes a list of priority projects and describes how funds made available to carry out 23 U.S.C. 167 would be invested and matched; This information is contained within the 2017 Freight Investment Plan.
10. Consultation with the State Freight Advisory Committee, if applicable. WSDOT consultation with the Washington Freight Advisory Committee is briefly described in this appendix.

¹ 49 USC 70202: State freight plans. <http://uscode.house.gov/view.xhtml?req=granuleid:USC-prelim-title49-section70202&num=0&edition=prelim>

² 23 USC 167: National highway freight program. [http://uscode.house.gov/view.xhtml?req=\(title:23%20section:167%20edition:prelim](http://uscode.house.gov/view.xhtml?req=(title:23%20section:167%20edition:prelim)

1.2 National Multimodal Freight Policy

The National Multimodal Freight Policy, as described in 49 U.S.C. §70101,³ is to maintain and improve the condition and performance of the National Multimodal Freight Network (NMFN) to ensure that the network provides a foundation for the United States to compete in the global economy. The goals associated with this national policy are related to the condition, safety, security, efficiency, productivity, resiliency, and reliability of the NMFN, as well as reducing the adverse environmental effects of freight movement on the NMFN. This state freight plan is required to include a description of how the plan will improve the ability of the state to meet the national multimodal freight policy goals. The goals of the national multimodal freight policy, and how they are addressed in this plan, are shown below:

1. to identify infrastructure improvements, policies, and operational innovations that: a) strengthen the contribution of the NMFN to the economic competitiveness of the United States; b) reduce congestion and eliminate bottlenecks on the NMFN; and c) increase productivity, particularly for domestic industries and businesses that create high-value jobs;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by identifying freight projects in the Freight Investment Plan and providing strategies to address congestion and other issues.
 - to improve the safety, security, efficiency, and resiliency of multimodal freight transportation;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies to address safety, security, efficiency, and resiliency of multimodal freight transportation.
2. to improve the safety, security, efficiency, and resiliency of multimodal freight transportation;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by identifying freight projects in the Freight Investment Plan and taking actions on strategies to address system condition.
3. to use innovation and advanced technology to improve the safety, efficiency, and reliability of the NMFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies that include innovation and advanced technology to improve the safety, efficiency, and reliability of the NMFN.
4. to improve the economic efficiency and productivity of the NMFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions that improve the economic efficiency and productivity of the NMFN.
5. to improve the reliability of freight transportation;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies to address reliability of the freight transportation system.
6. to improve the short- and long-distance movement of goods that: a) travel across rural areas between population centers; b) travel between rural areas and population centers; and c) travel from the nation's ports, airports, and gateways to the NMFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies to improve mobility on designated freight networks.
7. to improve the flexibility of states to support multi-state corridor planning and the creation of multi-state organizations that increase the states' ability to address multimodal freight connectivity;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by

³ 49 U.S.C. Chapter 701—Multimodal freight policy. <https://www.gpo.gov/fdsys/pkg/USCODE-2015-title49/html/USCODE-2015-title49-subtitleX-chap701.htm>

taking actions on strategies that address multi-state partnerships.

8. to reduce the adverse environmental impacts of freight movement on the NMFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies that address air quality and noise caused by freight movement on the NMFN.
9. to pursue the goals described in this subsection in a manner that is not burdensome to state and local governments;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by streamlining planning and programming processes with partners.

1.3 National Highway Freight Program

The National Highway Freight Program is a new formula program for freight projects created by the Fixing America's Surface Transportation (FAST) Act. It is the policy of the United States to improve the condition and performance of the National Highway Freight Network (NHFN) to provide the foundation to compete in the global economy. State freight plans are required to include a description of how the plan will improve the ability of the state to meet the goals of the National Highway Freight Program. The goals of the program, and how they are addressed in this plan, are:

1. to invest in infrastructure improvements and to implement operational improvements on the highways of the United States that: a) strengthen the contribution of the NHFN to the economic competitiveness of the United States; b) reduce congestion and bottlenecks on the NHFN; c) reduce the cost of freight transportation; d) improve the year-round reliability of freight transportation; and e) increase productivity, particularly for domestic industries and businesses that create high-value jobs;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by identifying freight projects in the Freight Investment Plan providing strategies to address congestion and other issues.
2. to improve the safety, security, efficiency, and resiliency of freight transportation in rural and urban areas;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies that address safety, security, efficiency, and resiliency of multimodal freight transportation.
3. to improve the state of good repair of the NHFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by identifying freight projects in the Freight Investment Plan and taking actions on strategies that address system condition.
4. to use innovation and advanced technology to improve the safety, efficiency, and reliability of the NHFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies that include innovation and advanced technology to improve the safety, efficiency, and reliability of the NHFN.
5. to improve the efficiency and productivity of the NHFN;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions that improve the efficiency and productivity of the NHFN.
6. to improve the flexibility of states to support multi-state corridor planning and the creation of multi-state organizations that increase the states' ability to address highway freight connectivity;
 - The 2017 Washington State Freight System Plan will improve the ability to meet this goal by taking actions on strategies that address multi-state partnerships.
7. to reduce the environmental impacts of freight movement on the NHFN;

- The 2017 *Washington State Freight System Plan* will improve the ability to meet this goal by taking actions on strategies that address air quality and noise caused by freight movement on the NHFN.

2. State Planning Requirements and Policies

Washington state law requires WSDOT to conduct freight transportation planning activities. These requirements are listed below. In addition, several policies that direct transportation are listed in this section.

2.1 Freight Plan Requirements

RCW 47.06.045⁴ requires that “the state-interest component of the statewide multimodal transportation plan shall include a freight mobility plan which shall assess the transportation needs to ensure the safe, reliable, and efficient movement of goods within and through the state to ensure the state’s economic vitality.” This plan is aligned with the *Washington Transportation Plan*, the state’s multimodal transportation plan, which includes freight elements.

2.2 Marine Ports and Navigation Plan Requirements

RCW 47.06.070⁵ states that “the state-interest component of the statewide multimodal transportation plan shall include a state marine ports and navigation plan, which shall assess the transportation needs of Washington’s marine ports, including navigation, and identify transportation system improvements needed to support the international trade and economic development role of Washington’s marine ports.” The *Marine Ports and Navigation Plan* is included in Appendix B.

2.3 Transportation System Policy Goals

RCW 47.04.280⁶ establishes policy goals for the planning, operation, performance of, and investment in the state’s transportation system. It states that public investments in transportation should support achievement of these policy goals:

- 1. Economic vitality:** To promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to ensure a prosperous economy;
- 2. Preservation:** To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services;
- 3. Safety:** To provide for and improve the safety and security of transportation customers and the transportation system;
- 4. Mobility:** To improve the predictable movement of goods and people throughout Washington state, including congestion relief and improved freight mobility;
- 5. Environment:** To enhance Washington’s quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment; and
- 6. Stewardship:** To continuously improve the quality, effectiveness, and efficiency of the transportation system.

The 2017 *Washington State Freight System Plan* was created to meet state and federal legal requirements; to align with the state’s six transportation system policy goals; and to support freight-related strategies and recommended actions in the *Washington Transportation Plan 2035*,⁷ currently under development. This plan also incorporates key points and findings from the 2013 *Washington State Rail Plan*,⁸ the draft WSDOT *Highway System Plan*,⁹ and the 2017 *Washington Aviation System Plan*¹⁰ by highlighting the essential role that these modes play in the multimodal freight system.

⁴ RCW 47.06.045. Freight mobility plan. <https://app.leg.wa.gov/rcw/default.aspx?cite=47.06.045>

⁵ RCW 47.06.070: Marine ports and navigation plan. <https://app.leg.wa.gov/rcw/default.aspx?cite=47.06.070>

⁶ RCW 47.04.280: Transportation system policy goals. <http://apps.leg.wa.gov/rcw/default.aspx?cite=47.04.280>

⁷ 2017 Washington Transportation Plan. <https://washtransplan.com/>

⁸ 2013 Washington State Rail Plan. <http://www.wsdot.wa.gov/NR/rdonlyres/F67D73E5-2F2D-40F2-9795-736131D98106/0/StateRailPlanFinal201403.pdf>

⁹ WSDOT. Highway System Plan. <https://www.wsdot.wa.gov/planning/hsp.htm>

¹⁰ WSDOT. 2017 Washington Aviation System Plan. <http://www.wsdot.wa.gov/aviation/SystemPlan/default.htm>

3. Related State Planning Activities and Policies

The state is engaged in a variety of planning activities that shape current and future planning policies. The following sections summarize the activities and the policies they inform.

3.1 Results Washington

Results Washington¹¹ sets the state's vision and mission, as well as the expectation of all state agencies to achieve goals collaboratively. This initiative provides policy leaders and the public with detailed information about progress toward the governor's goals. The five focus areas for Results Washington are:

- World-Class Education
- Prosperous Economy
- Sustainable Energy and a Clean Environment
- Healthy and Safe Communities
- Efficient, Effective and Accountable Government

Transportation is directly aligned with the governor's plans. To build a more prosperous economy, the following four freight-related tactics are identified: improving infrastructure condition, improving freight reliability, increasing state gross domestic product, and increasing exports.

3.2 Results WSDOT

Results WSDOT,¹² the agency's strategic plan for 2014-2017, provides the vision, mission, values, goals, priority outcomes and strategies to guide the work of the agency. The strategic plan has three overarching focus areas.

- Getting the most out of the multimodal transportation system's capacity, leveraging limited funding and engaging with communities and partners.

- Emphasizing working across all modes, with improvements designed to enhance operations.
- Ensuring safe, reliable, and cost-effective transportation options to improve livable communities and economic vitality for people and businesses.

WSDOT's strategic plan aligns with the governor's strategic framework Results Washington.

Six goals, 19 priority outcomes, 26 strategies, and more than 200 tasks make up the work of Results WSDOT, the agency's strategic plan for 2014-2017. Three new strategies were added in 2016 to highlight the agency's emphasis areas: practical solutions, workforce development, and inclusion. The six goals include strategic investments, modal integration, environmental stewardship, organizational strength, community engagement, and smart technology.

3.3 Practical Solutions

Practical Solutions¹³ is a performance-based approach WSDOT uses for transportation decision making. This data-driven approach uses the latest tools and performance measures to seek efficiencies in operating highways, ferries, transit and rail, reduce travel demand that save money, and reduce the need for building costly new infrastructure expansion. Characteristics of Practical Solutions involve:

- Moving to a performance-based approach to solving transportation needs;
- Using data, new tools and best practices to preserve and maintain existing assets so that they last longer;
- Using more comprehensive tools and performance measures to support decision making, rather than using limited data such as the volume of current traffic or safety history;
- Establishing a multidisciplinary, multijurisdictional, collaborative approach to decision making so that WSDOT doesn't just consider highways, but looks

¹¹ Results Washington. <http://www.results.wa.gov/>

¹² WSDOT. Results WSDOT - Our Strategic Plan. <https://www.wsdot.wa.gov/about/secretary/results-wsdot>

¹³ WSDOT. Moving Washington forward Practical Solutions. <http://www.wsdot.wa.gov/Projects/PracticalDesign/>

at the entire transportation system of local roads and streets, arterials, transit, bike and pedestrian facilities, rail, air and marine;

- Enhancing community engagement efforts to craft least-cost solutions within the context of land use;
- Considering operational and demand management strategies before high-cost capital projects are committed;
- Implementing low-cost solutions sooner, rather than waiting years for a high-cost project to be funded; and,
- Using sustainable transportation practices to preserve the environment, promote transportation system efficiency, seek fiscally efficient solutions, improve and protect public health, conserve energy, and reduce greenhouse gases.

3.4 Washington Transportation Plan

The *Washington Transportation Plan (WTP)*¹⁴ is a 20-year vision for the development of the statewide multimodal transportation system. The WTP is being conducted in two phases: Phase 1 – Policy, adopted January 2015 to meet state requirements for a policy plan; and Phase 2 – Implementation to be completed by December 2017 to meet federal requirements for a long-range statewide transportation plan. Phase 1 and Phase 2 are policy-level plans that guide decision-makers on how to resolve key statewide issues raised in local, tribal, metropolitan, regional, and modal plans.

3.5 Strategic Highway Safety Plan

A Strategic Highway Safety Plan (SHSP) is a major component and requirement of the Highway Safety Improvement Program (HSIP) (23 U.S.C. § 148). The plan provides a comprehensive framework for reducing highway fatalities and serious injuries on all public roads. The *2016 Washington State Strategic Highway Safety Plan, Target Zero*,¹⁵ was developed through a collaboration of traffic safety professionals and stakeholders from

many different organizations and disciplines, including WSDOT, the Washington State Patrol, the Washington State Department of Licensing, public health agencies, medical professionals, emergency medical services personnel, local governments, and many other traffic safety specialists. The plan includes heavy trucks as a road user type. This data-driven plan includes a list of projects, including projects that improve truck safety.

Target Zero identifies the state's key safety needs and guides investment decisions towards strategies and countermeasures with the most potential to save lives and prevent injuries. The plan was developed by WSDOT in a cooperative process with local, state, federal, tribal and other public and private sector safety stakeholders. It is a data-driven, multi-year comprehensive plan that establishes statewide goals, objectives, and key emphasis areas and integrates the four E's of highway safety: engineering, education, enforcement, and emergency medical services. The plan allows highway safety programs and partners in the state to work together to align goals, leverage resources, and collectively address the state's safety challenges. Truck parking is an eligible project type for the HSIP, if identified as a needed safety improvement in Target Zero.

3.6 Washington Aviation System Plan

The *Washington Aviation System Plan*¹⁶ (WASP) provides WSDOT with analysis of the aviation system needs in the state. It provides information about existing facilities, estimates of future demand, an evaluation of future needs, and policy recommendations to support the system's future development. The priorities of the WASP are to:

- Identify issues and evaluate effects to determine needed airport and system improvements.
- Develop performance goals and metrics to better meet the aviation needs of communities and the aviation system as a whole.

¹⁴ 2017 Washington Transportation Plan. <https://washtransplan.com/>

¹⁵ Washington State Strategic Highway Safety Plan 2016. <http://www.targetzero.com/PDF2/targetzero.pdf>

¹⁶ WSDOT. 2017 Washington Aviation System Plan. <http://www.wsdot.wa.gov/aviation/SystemPlan/default.htm>

- Serve as an effective decision-making tool for the development of policies and recommendations that will advance Washington's aviation system.

Of the goals identified in the plan, Economic Development and Vitality is most directly related to the freight system. The objectives for this goal include supporting and increasing the opportunity of the transportation of goods and passengers utilizing air service, enhancing collaboration between the airport and its community to maintain and support economic growth and development, and increasing tenant revenues by promoting in-airport aerospace manufacturing jobs. Following are the system performance measures for the Economic Development and Vitality goal:

- Airports with documented air cargo activity (by type and strategy/market) and airports with growing (greater than 1 percent per year) commercial airline service.
- Airports with active development partnerships with chambers of commerce, tourism bureaus, service organizations, industries, governments, and recreational user groups.
- Airports with business parks or landside real estate development (existing and available) and those with on-site aerospace manufacturing leases.

3.7 Joint Transportation Committee Road/Rail Study

In 2016, the Joint Transportation Committee of the Washington State Legislature completed a report, *Prioritization of Prominent Road/Rail Conflicts in Washington State*,¹⁷ to evaluate the impacts of prominent road-rail conflicts and develop a corridor-based prioritization process for addressing the impacts on a

statewide level. Key findings include:

- The road-rail conflicts at the Top 50 at-grade crossings are substantial, and there are few funding sources to address them.
- The prioritization results point to a significant need for additional funding to address crossing improvements.
- The database and prioritization process provide a mechanism to compare and understand the magnitude of crossing improvement needs on a statewide basis.
- In some cases, projects prioritized locally did not rank high when evaluated on a statewide basis.
- Safety data serves as a contributor towards mobility impacts, but further analysis is needed to confirm specific safety needs.
- The database and prioritization tool would benefit from future enhancements.
- Corridor evaluation and prioritization are most useful when defining projects to address crossing impacts.
- Some jurisdictions have not yet identified and prioritized needed crossing improvements.

¹⁷ Joint Transportation Committee. *Prioritization of Prominent Road/Rail Conflicts in Washington State*. http://leg.wa.gov/JTC/Documents/Studies/Road%20Rail%20Study%202016/FinalReport_Road%20RailConflicts_January%202017.pdf

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